

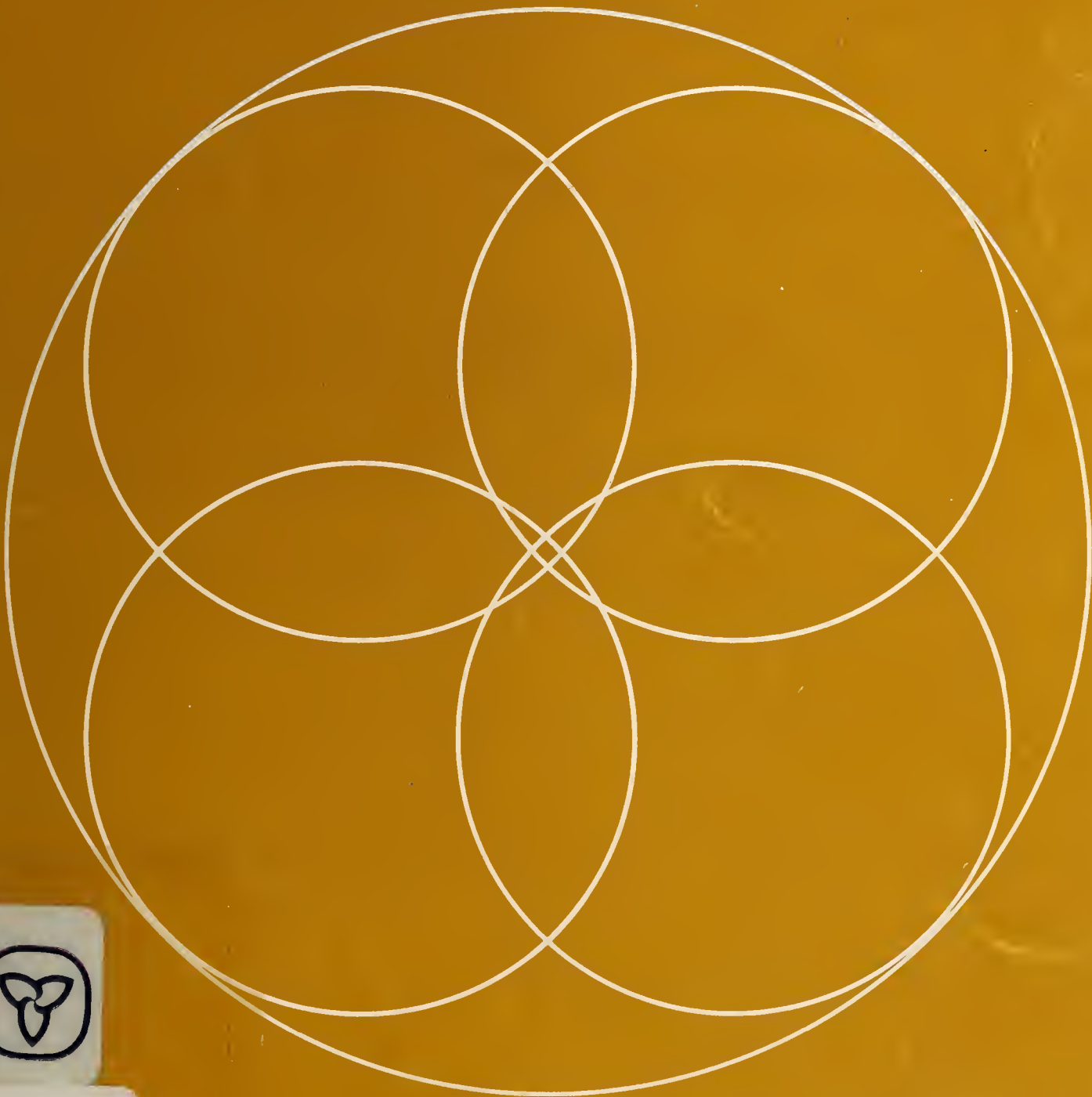
Local Government  
Management Project

Series C Publications  
Case Studies


# Goals for Dallas A

An Experiment  
in Community Goal Setting

*J.R.Nininger, V.N.MacDonald  
G.Y.McDiarmid*



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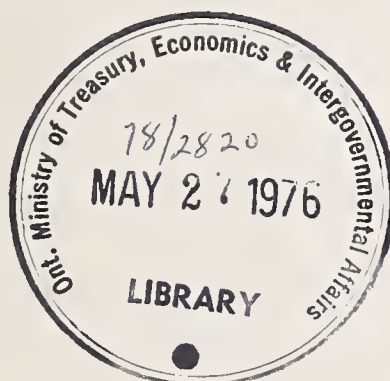
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*J.R. Nininger, V.N. MacDonald  
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May, 1975 ✓

This Publication has been Prepared as Part of  
The Local Government Management Project

A Joint Project of

The Ministry of Treasury, Economics and Inter-  
governmental Affairs, Province of Ontario

The Cities of London, Ottawa, and St. Catharines and  
The Regional Municipality of Niagara

The School of Business, Queen's University at Kingston



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This case study was originally written for use in a seminar as part of a background study undertaken to determine the degree of interest in a long term goals and objectives project for a limited number of Ontario municipalities. The background study led to the formulation of the Local Government Management Project.

The Local Government Management Project is a four year Project designed to implement a broadly conceived goal and objective setting system in four Ontario municipalities. Appendix VII of this case provides further information on the Project, including a form for ordering other Project publications.

The interest expressed by local government officials in the Dallas cases has led to the publication of these cases so that other interested local government authorities in Ontario and elsewhere can learn from the Dallas experience. The Dallas 'A' case covers the Goals for Dallas program from its inception in 1965 to 1972. Another case, Dallas 'B' covers the program from 1972 to 1974.

A more technically oriented paper entitled Broad Goal Setting is being written by the Project Team and will be published in July, 1975. This paper complements the Dallas cases and describes the state of practice of broad goal setting in communities in North America and elsewhere. The order form on the last page of this publication can be used to order project publications as they become available.

The purpose of this case study, and others appearing in this series, is to present a reasonably concise description of an innovative approach to the management of local government in order to stimulate thought and discussion about issues associated with the experiences described. The case is intended for use in a variety of instructional settings. As such, no analysis of the experience is contained in this case.

The authors, in developing and using the case in a number of instructional situations have developed a number of points of analysis which have been collected together in a set of teaching notes. These notes are available directly from the authors for those who wish to use the case for its intended purpose.

A considerable amount of effort on the part of a number of individuals made the Dallas 'A' and Dallas 'B' cases possible. The authors wish to extend their thanks in particular to Dr. Bryghte D. Godbold, Staff Director of the Goals for Dallas program, and Mrs. Marjorie Allan a member of their staff, both of whom were very helpful during our visits to Dallas, and to Mr. Erik Jonsson, former Mayor of Dallas, who was instrumental in initiating the Goals for Dallas program. As well, we would like to extend our appreciation to the many other individuals in Dallas who assisted by providing their insights into the Goals for Dallas program.

This case study is not being suggested as an example of the most effective goal setting program in use. Rather, it is hoped that the case will provide insight into the manner in which one municipality has attempted to cope with the complex task facing all local government; that of providing for the effective delivery of service and a better quality of life in the face of increasing constraints.

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May, 1975





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# Goals for Dallas 'A'

## An Experiment in Community Goal Setting

### I Introduction and Overview\*

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The decade of the 1960's was one of rapid growth for the City of Dallas, Texas. As a result of population increases during this period, Dallas grew from the fourteenth to the eighth most populous metropolitan area in the United States. Citizens of Dallas, particularly Erik Jonsson, Mayor from 1964-1971, were concerned with the way that growth was taking place and with what would happen to Dallas in the future. He wanted to ensure that the future of the city would be shaped by decisions of its citizens rather than by chance.

In an attempt to control the destiny of the city, the *Goals for Dallas* program was conceived in 1965. The stated aim of the program was to make Dallas one of the few cities in history in which, 'the full life could be lived'. Explaining his hopes for the program in the preface of the first *Goals for Dallas* publication, Mayor Jonsson said:

Goals for Dallas can be our blueprint if a responsible citizenry, bringing their minds to bear on the common problems of an ever-growing number of people, envision and embrace goals through which we may indeed more nearly meet the physical, material, cultural, aesthetic, psychological and spiritual needs of the closely-mingled but lamentably more and more impersonally related lives of Dallas citizens.<sup>1</sup>

From its inception in 1965 through 1972, Goals for Dallas has essentially followed four steps:

- 1 A comprehensive examination of existing conditions in the city was made;
- 2 Based on this study, a set of goals was proposed by a selected cross-section of Dallas citizens and reviewed and modified by Dallas citizens at large through a series of neighbourhood meetings;
- 3 Schedules were prepared for the accomplishment of the goals, priorities were determined, costs were estimated and responsibilities were assigned; and
- 4 A system was developed to evaluate progress against the plan and to revise the goals periodically.

Citizen participation in all phases of the program has been a major aspect of Goals for Dallas. More than 100,000 citizens of Dallas and the surrounding area have been directly involved in the process.

Another major feature of Goals for Dallas has been its non-partisan nature. It has been run by private citizens rather than by the City Council. Although the Mayor did become the Chairman of the Goals for Dallas Committee, the actual administration of the program has been left to community leaders.

A total of 114 goals were set in twelve different categories. By January 1973, 27% of the goals had been achieved, substantial progress had been made on 43% of them, moderate progress on 27%, while only 3% could report no progress. Goals for Dallas officials, however, prefer to measure the success of the program in more subtle ways, pointing to the increase in citizen awareness and activity in Dallas and the benefits that this brings.

Goals for Dallas has received a great deal of attention from other municipalities, with more than twenty American cities having initiated programs based on the Dallas experience. A brief description of several other municipal goals programs and a list of cities that have engaged in such programs may be found in Appendix I.

This description of the Goals for Dallas program takes the following form. Section II describes the origin of the idea and the initial steps of the program, including the determination of the goals. Section III outlines the process followed in deciding on a plan to achieve the goals. The progress of Goals for Dallas to date and the follow-up procedures are discussed in Section IV while Section V presents some information on costs, staff and financing of the program. Section VI contains some concluding remarks on the Dallas experience. Part A of Appendix I briefly describes the experiences of several municipalities which have instituted similar programs, while Part B provides a list of municipalities which have developed broad goal setting programs. Appendices II through VI follow the goal area of Public Safety from the position paper written in 1966 through the setting of goals and the means to achieve them to an in-depth progress report on one of the goals, and a summary of the status of all of the goals in late 1972.<sup>2</sup>

1 Erik Jonsson, Preface to *Goals for Dallas: Submitted for Consideration by Dallas Citizens*, Dallas, Texas, July 1966.

2 A second case, *Goals for Dallas 'B'* describes the events subsequent to December, 1972.

\*This case was written by J. R. Nininger, V. N. MacDonald and G. Y. McDiarmid, School of Business, Queen's University at Kingston, Ontario. A *Goals for Dallas 'B'* case describes events subsequent to the end of this case. This case is not suggested as an example of the most effective programs available, and is intended primarily for classroom and seminar use. Funds for the preparation of this case were provided by the Ministry of Treasury, Economics and Intergovernmental Affairs of the Province of Ontario. © Crown Copyright Reserved.



Table I chronologically follows the major steps of the Goals for Dallas program from 1965 to the end of 1972. These steps are discussed in detail in more or less the same order in the rest of the case.

Table I  
Chronological List of Events 1965-1972 Goals for Dallas

Event	Date	Extent of Participation
GOAL SETTING PHASE		
1. Official proposal of Goals for Dallas	Dec./65	
2. Goals for Dallas Planning Committee instituted	Jan./66	26
3. Position papers written	April/66	13
4. Goal drafting conference — Salado, Texas	June/66	87
5. Publication of <i>Goals for Dallas Submitted for Consideration by Dallas Citizens</i>	Sept./66	
6. First neighbourhood meetings to discuss goals	Nov.-Dec./66	6000
7. Second conference to revise goals	Feb./67	80
8. Publication of <i>Goals for Dallas: Mutual Aims of its Citizens</i>	March/67	
PLANNING AND SCHEDULING ACHIEVEMENT PHASE		
9. 12 task forces set up to develop plans for achievement of goals	April/68	293
10. Citizen meetings to vote on plans, answer questionnaire and priorities	Sept./68	53,000 at meetings 25,000 filled out questionnaire
11. Recommendations of task forces published <i>Goals for Dallas: Achieving the Goals</i>	Aug./69	
12. Neighbourhood meetings to discuss the proposals	Sept.-Nov./69	50,000+
13. Conference to revise goals and plans to achieve them	May/70	175
14. Revised goals, plans & progress to date published in <i>Goals for Dallas: Achieving the Goals</i>	Aug./70	
15. Publication of <i>Goals for Dallas: Economic Potentials Handbook</i>	Sept./70	
PROGRESS AND ACHIEVEMENT PHASE		
16. 12 <i>Goal Achievement Committees</i> set up to check progress and report to people annually	Nov./70	155
17. Publication of Second Edition of <i>Economic Potentials Handbook</i>	Sept./71	
18. Total findings of <i>Goal Achievement Committees</i> published	Dec./72	

The Planning Committee

When the former mayor resigned in 1964 to run for Congress, a number of people asked Erik Jonsson, a senior executive of Texas Instruments Inc. for more than thirty years, to become the mayor. He accepted and in his inaugural address mentioned the possibility of a goals program for the city. Although Dallas employs the ‘weak mayor’ system in which the mayor’s job is only part time, Jonsson spent most of his time on the job. After he had been in the position for several months, he realized that all he was doing was reacting to crises and thus sensed an acute need for better long-range planning and goal setting by the city.

Late in 1965, Jonsson met with Dr. Bryghte D. Godbold, Vice-President of Administration at Texas Christian University, to discuss the idea of a goal setting program. Jonsson then asked Godbold to leave Texas Christian for six months to work with him in getting the program started. Godbold agreed, and eight years later he was still with Goals for Dallas.

To gain support for his ideas, Jonsson went to the leaders of the community — labour, church, business and ethnic groups — and convinced them one by one of the importance of setting goals for the city. He invited 26 community leaders of wide-ranging backgrounds to a meeting at which Jonsson showed them a prospective time frame and got them thinking in terms of five years ahead. He gave a very broad description of the long term objectives and laid out very specific aims for the following six months. He then asked each person for his personal commitment for one year, at the end of which time the program would be evaluated and a decision made as to whether or not to continue. Everyone agreed, and Goals for Dallas was underway.

Jonsson officially announced the program in December 1965 and, early in January 1966, he formed the Goals for Dallas Planning Committee consisting of the 26 community leaders and with himself as chairman. As it turned out, they did not wait a year but decided after only six months of operation to continue the program on a long-term basis.

The Planning Committee was to have two major functions: 1) to provide leadership and guidance to the program without dictating the goals or the means of achieving them; and 2) to raise funds from major organizations and institutions to support the program. Thus the program was to be privately financed, making it politically independent of the local government.

## Position Papers

The first task of the Planning Committee was to obtain the services of thirteen local researchers to do comprehensive studies and write papers on the existing conditions in vital fields of city activity; its government, design, health, welfare, transportation, public safety, education, culture, recreation and economy. (Four of the papers concentrated on education — elementary and secondary, college, graduate and continuing. College and graduate education were later combined, leaving twelve major categories.)

Much effort went into these papers over a short period of time. That each researcher was an expert in his field and was able to obtain all the available relevant data quickly was very important as the reports submitted were to be used as background for discussion of the goals. The papers were kept relatively brief and simple. Some reflected a point of view but, in each case, it was kept separate from the facts.

The citizens who determined the goals were not able to do the research themselves, and had to rely on these papers for accurate descriptions of existing conditions. Thus the researchers did not set the goals, but did suggest specific needs, and helped to give direction to the goal setting efforts which followed.

The Public Safety position paper is presented in Appendix II.

### Initial Goal Setting: The Salado Conference

Setting the goals for the city was perhaps the most difficult, and most critical step of the Goals for Dallas program. Erik Jonsson described the importance of goal setting as follows:

Goal setting, taking into account things as they are and as they are desired to be, has a profound impact not only for individuals but institutions — industrial, civic, urban — alike. The process required that the totality of problems and opportunities be examined simultaneously. It minimizes expediency and tends to halt the drifting process. It gives direction and meaning to preparations to act with informed deliberation in terms of one's resources. It can be made to fit the democratic way exceedingly well.<sup>3</sup>

This crucial step set the pattern of citizen participation and co-operation. In mid-June of 1966, 87 people, representing a cross-section of Dallas and neighbouring area citizens, went on a retreat one hundred miles away to the town of Salado, Texas, to think about and discuss Dallas and the kind of city they wanted it to be in the future.

Participants at this conference were very carefully chosen to represent all facets of Dallas life. Each member of the Planning Committee was asked to come up with the names of ten people whom they thought should attend the conference, subject to a number of constraints. These included the following; two must be black, one must be Mexican-American, not more than two may be business people, three must be under 35, at least one must be a woman, one must be a college student, and two must be blue collar workers. Finally, a screening committee narrowed down the list to 87 people of various backgrounds, creeds, races, viewpoints, interests, cultures and occupations.

Before attending the three-day retreat each participant read and considered each of the thirteen essays, as well as some additional material. At the conference, the 87 participants were divided into four panels. Each panel met from early morning to late evening discussing each essay topic. By the second day, the discomforts and embarrassments which accompany wide differences in status and life style had disappeared, and the panel members were able to consolidate their efforts and work for a common purpose. After each panel had arrived at a set of goals for each category, the 87 participants came together, discussed their ideas, and came to a consensus.

The conference participants decided on a general goal and a number of specific goals for each topic area. In the Goals for Dallas program, specific goals are defined as ends that can be achieved in the foreseeable future. The general goal set in the area of Public Safety was:

Each citizen must be assured the opportunity to enjoy life in our community in peace and free of fear from criminal acts and preventable disasters. At the

3 Erik Jonsson, 'Goals for Dallas,' *Civil Engineering* — ASCE September 1972 as reprinted from *Nation's Cities*, the magazine of the National League of Cities, 1970.



same time we urge renewed recognition of the responsibilities of the individual in and to an urban society. We also seek wider understanding and appreciation for law and police authority as essential instrumentalities for living together. To meet constant challenges to public order and personal security inherent in rapid population expansion and increasing urbanization, we should strengthen each of those agencies charged with the responsibilities of assuring public safety. Educational and other programs in all fields of public safety should place emphasis on preventive measures and facilities, both public and private.

An example of a specific goal set in the areas of Public Safety was:

Encourage community institutions, public and private, to present educational programs to increase respect and public support for law enforcement.

The specific goals were regarded as objectives which would lead to the fulfillment of the general goal.

The concrete result of this conference was the first draft of the goals, made available to the public in a book called *Goals for Dallas: Submitted for Consideration by Dallas Citizens*, published in September 1966. The thirteen essays were also included in this publication.

This first step in determining the goals not only provided a tentative set of goals but also established a group of dedicated workers, and demonstrated that all the problems of the city were amenable to discussion by its citizens. It also showed that citizens representing a wide spectrum of human interests and experience could be brought together to reach a consensus on the goals of the community.

### Getting the Citizens Involved in Goal Setting

The next step was to get the feelings of all interested citizens about the suggested list of goals. This was done through a series of 33 meetings held during November and December of 1966 and attended by more than 6,000 people. These meetings were well advertised through mass media channels and were held in high schools and colleges in every neighbourhood of Dallas as well as in several nearby communities.

Participation came from most sectors of the communities. Racial minority groups were well represented, and some of the more radical groups contributed a great deal. Goals for Dallas officials felt, however, that they could have done better in getting participation from the large part of the blue and white collar group which seldom, if ever, becomes involved.

Each neighbourhood meeting was run by a participant at the Salado conference. At each meeting, the people were divided into six groups, and each group was given two of the twelve goal areas to discuss. Then votes were taken and verbatim transcripts were compiled and consolidated into a 260-page report.

This report was used to revise the goals at the second Goals for Dallas Conference, February 10-11, 1967. Sixty-two of the original 98 goals were revised in some manner, and sixteen new goals were added, bringing the total to 114. The revised goals were then published in a 48-page booklet called *Goals for Dallas: Mutual Aims of its Citizens*. The general goal and ten specific goals for Public Safety may be found in Appendix III.

### III How to Achieve the Goals

11 Once the goals had been determined, certain questions had to be answered. What steps were necessary to achieve each goal? What would it cost? When should each step begin and by what date should each be completed? Which goals had priority over others?

#### Task Forces

To answer these questions, twelve task forces, one for each goal area, were formed under the Co-ordinating Committee. The major criterion for selection as a task force leader was a reputation for getting the job done. Jonsson tried to make it an 'in' thing to do, and thus some community leaders felt slighted when they were not asked to participate. He visited with these leaders, and explained to them that although they would not be asked to participate in this portion of the program, he would need their assistance later. To the people he did choose to head up the task forces, he made very clear what was expected of them — what they would have to do, how many meetings they would have to attend and how many they would chair. He also told them that their jobs would be finished in six months.

Two hundred and ninety-three citizens participated on these task forces, again representing a rough cross-section of the people of Dallas and surrounding communities. Task force members put in many hours determining and scheduling the activities required to achieve each goal, deciding which organizations, public and private, should take part, and estimating costs and timetables for achievement.

It must be noted that responsibility for two-thirds of the goals was given to organizations other than the City Government. A breakdown of the major organizations allocated responsibility by per cent of goals may be found in Table II on the following page. Since the agencies (known as 'Action Agencies') were under no obligation to strive toward these goals, their co-operation had to be gained through persuasion.

Table II  
Organizations (Action Agencies) having Major Responsibilities for Goals Achievement

Organization	% of Goals
City of Dallas.....	34%
Dallas Independent School District.....	15%
Dallas County.....	10%
Higher Education Council.....	6%
Co-ordinating Council for Continuing Education.....	5%
Arts Council.....	5%
Community Council.....	4%
North Central Texas Council of Governments.....	3%
Dallas Chamber of Commerce.....	2%
Trinity River Authority.....	2%

The task forces received help from two important sources. The first was the full-time Goals for Dallas staff headed by Dr. Bryghte D. Godbold. This staff was kept purposefully small, as it was their job to facilitate the work of the volunteers but not to determine its substance. They acted as resource people, public relations people, and sometimes troubleshooters for the task forces.

As a second source of help, a part-time staff associate from a business or educational institution was assigned to each task force. These people helped the task forces cope with their administrative workload.

#### Setting Priorities

In order to leave the setting of priorities to the citizens, a Goals Questionnaire designed to obtain the citizens' views as to which goals should be given priority for achievement was administered to more than 25,000 persons in the fall of 1968 at 456 neighbourhood meetings sponsored by clubs, PTA's, churches, schools and other citizens groups. Table III on the next page shows the priorities determined by the voting on the twelve goal subject areas. The citizens felt that the *Government of the City* goals were first in importance, *Public Safety* second, and so on. Voting was also done on the specific goals within each area so that the relative importance to the citizenry of each goal area could be determined. The results of the questionnaire were passed to the task forces for use in developing proposals for achieving the goals.



Table III  
Results of Voting on the Relative Importance of the General Goals

- 1. Government of the City
- 2. Public Safety
- 3. Health
- 4. Elementary and Secondary Education
- 5. The Design of the City
- 6. Welfare
- 7. Transportation and Communications
- 8. Recreation and Education
- 9. The Economy of Dallas
- 10. Higher Education
- 11. Continuing Education
- 12. Cultural Activities

Committees and Subcommittees  
of the Task Forces

A subcommittee of each task force was given responsibility for one or two specific goals. Before making proposals to the entire task force, the subcommittee interviewed experts and the administrative leaders who would bear the major responsibility for carrying out the steps. Within the task force there was discussion and questioning until a consensus was reached. Based upon the consensus, the first draft of proposals to achieve the goals was written.

Two committees then processed the draft of the proposals. The first committee, consisting of local writers, reviewed the proposals with the Task Force Chairmen and made sure that they were readable and suitable for the general public. The second committee reviewed the proposals for feasibility, omissions and overall consistency. The proposals were then circulated to administrative leaders for further comments and suggestions. Their reactions were then considered by a review board consisting of the twelve Task Force Chairmen.

Third Publication of the Goals

Finally, the proposals were made available for public scrutiny in August 1969 in the third publication called *Goals for Dallas: Proposals for Achieving the Goals*. This publication consisted of two parts; the first part contained summaries of the proposals and was meant for perusal by citizens; the second part contained basically the same information but in considerably more detail. Some of the information in the second section was technical and was meant for use by the administrative leaders of the organizations responsible for making the goals a reality.

In this third publication, each of the goals was stated as it was approved by the people of Dallas at the Neighbourhood Meetings of 1966. Where necessary, there followed a brief interpretation of the goal or clarification of key points. The section on each goal continued with paragraphs on the steps required to achieve the goal, the general approach to be taken, the organizations involved in carrying out the steps, the proposed time schedule, estimated costs and the progress to date in achieving the goal.

Neighbourhood Meetings 1969

Another set of Neighbourhood Meetings was scheduled for the fall of 1969 to give citizens a chance to voice their opinions on the proposals. The citizens were asked to read the summaries of the proposals for achieving the goals before the meetings and to reach conclusions on four questions.

- 1 Is the interpretation of the goal the right one?
- 2 Is the general approach for achieving each step the appropriate one?
- 3 Is the organization designated to achieve each step the appropriate one?
- 4 Is the time scale shown for achieving the goal reasonable?

These Neighbourhood Meetings were very well attended; more than 50,000 citizens took part. Comments on the proposals were again compiled and used at a conference in May 1970. The 175 conference delegates were divided into twelve groups with each group working on one subject area considering the suggestions from the Neighbourhood Meetings. Through this process, they revised the goals and proposals for achievement and established new priorities.

Out of this conference came the fourth publication, *Goals for Dallas: Achieving the Goals*. It is essentially an expansion of the third book, containing the finalized plans and schedules by which the participants had decided that further achievement of the goals could best be approached. The Public Safety section of this publication is included as Appendix IV.



### Economic Potentials and Information Systems

It was evident that if plans for the future were to be accomplished, some accurate data about the resources required and the resources available to reach the goals must be obtained. Thus, at the same time as the work on the proposals was going on, an 'Economic Potentials Study' was conducted to derive usable basic socio-economic indicators for the area for the next fifteen years. The first edition, issued in September of 1970, was the result of a two-year study by the Institute of Urban Studies at Southern Methodist University with technical assistance from the National Planning Association of Washington, D.C. The study contained a wealth of demographic, economic and other data about the Dallas Metropolitan Area and proved to be of considerable aid to the people who planned the achievement of the goals. With information about the resources which would be available in the future, individuals were better able to make rational and accurate plans.

This study was updated in 1971 with the publication of the second edition of the Economic Potentials Handbook. This edition used more up-to-date statistics and identified the major economic trends which had been observed since the release of the 1970 edition.

Although the city government was not formally involved, the Goals for Dallas program had a substantial impact on City Hall. Much work had to be directed towards the development of information systems in each City Department. Data were collected to monitor performance against measures and standards of performance. The City saw this step as crucial in the achievement of their part of the goals and encouraged other organizations to develop effective information systems as well. City administrators, as well as the public, were thus able to keep up to date on the progress being made and to pinpoint problem areas.

### Progress to 1971

By August of 1970, work was underway on 90% of the goals, some of which had already been achieved. Some examples of progress made by 1971 were, the first stages of construction of the Dallas-Fort Worth Regional Airport, expanded use of school facilities, revitalization of certain downtown areas, expansion of family planning services, a pretrial release system and a community relations commission.

### Goal Achievement Committees

To monitor annual progress towards the goals, twelve Goals Achievement Committees were organized. Each was headed by the former Chairman of the corresponding Task Force and included several well-informed citizens who were willing to give the time and effort required to support and assist those directly responsible for the achievement of a goal. The stated purposes of the committees were to encourage

- 1 the dedication of the Action Agencies to the achievement of the goals, and
- 2 citizen support of the work of the agencies.

Once a year, each committee looked deeply into the progress being made in achieving the goals of its subject area. Committee members consulted with the Action Agencies given responsibility for the goals and decided whether or not progress was satisfactory. Often suggestions were made to agencies in order to accelerate their progress.

The relationship between the committees and the Action Agencies responsible for the goals has been one of the most critical aspects of the Goals for Dallas program. The agencies were under no obligation to act on the committee's suggestions. It has only been through understanding, patience, dedication and co-operation from both groups that Goals for Dallas has been successful.

It was felt that the people could support the program only if they knew about it. Thus, detailed annual progress reports were prepared by the Goal Achievement Committees and made available to the public. The progress made towards achieving each goal was spelled out in full. An average of fifteen to twenty and sometimes up to forty pages were spent on each individual goal. Appendix V contains the 17-page 1972 progress report on goal No. 4 of the Public Safety Goals.

Late in 1972, seven years after the inception of the program a booklet entitled *Goals for Dallas + 7* was published. It contained the highlights of the 1972 findings of the Goal Achievement Committees pointing out the successes as well as areas in which more effort was required to achieve the goals. The 2-page summary of the Public Safety goal area as outlined in this booklet may be found in Appendix VI.

Liberal use was made of the mass media to keep people informed on progress. A city-wide network of communication through some 2,000 dedicated volunteers made information available and participation possible in each sector of the city. Extensive radio, television and newspaper coverage provided opportunities for a wide range of discussion and suggestion.

#### **Citizen Participation through 1972**

The total attendance at all of the neighbourhood meetings, plus the participation at conferences, and on committees and task forces came to well over 100,000 people out of a total population of approximately 900,000.<sup>4</sup> Dr. Godbold estimated that about 75,000 individuals attended from one to a dozen meetings. He further estimated that some 20-30,000 citizens attended enough meetings to really know what was going on. While he did not see these figures as extremely high, Godbold felt that the level of general citizen awareness in Dallas has been raised substantially because of the Goals for Dallas program.

#### **Bond Issues**

Major capital expenditures in many American cities are often financed by bond issues which are voted on by the general public. The citizens of Dallas showed their awareness of the need for civic development in the \$175 million city bond election in 1967 in which voters gave 3-1 approval to some fourteen items. Many of those projects have since been completed, and when a similar issue was put to the electorate in 1972, it was also passed overwhelmingly. As both of these bond issues came at times when similar issues were being voted down by the public all over the country, many people, including Dr. Godbold, attributed the success of these issues to the increased citizen awareness resulting from Goals for Dallas.

#### **Costs, Staff and Financing**

Dr. Godbold, Staff Director of Goals for Dallas since 1965, estimated that in its first eight years it cost \$1.5 million to operate the program. This figure included the cost of maintaining the small permanent staff, promotional activities, printing and publishing, etc. but not the cost of implementing the plans to achieve the goals. On a yearly basis, costs varied from \$125,000 to \$225,000 depending on the amount of work that had to be done. The years during which extensive citizen involvement was sought were the most expensive.

Approximately 50% of all costs were for staff. When the organization was set up, it was decided to keep a small permanent staff and borrow people from other organizations for short periods of time when they were needed. In 1972, there were four professionals on the staff. The people hired had no previous experience in developing and managing citizen participation but were chosen for their desire to make the program a success. Godbold said, 'We hired people who didn't know what couldn't be done.'

Goals for Dallas has been totally financed by local foundations, businessmen and community organizations. There was never any desire to get state or local money for the project. People felt that because the program was intended to benefit Dallas, it was only fair that Dallasites should pay for it.

The budget for the program has been approved on a year-to-year basis since 1966. The results of the past year were reviewed along with the plans for the next year, and then the budget was approved.

<sup>4</sup> The population of Dallas Metropolitan Area in 1970 was 1,539,372.



Concerning the progress of Goals for Dallas through 1972, Erik Jonsson said, 'We make no outlandish claims about the program. Surely, good things, important to Dallas, would have been achieved without Goals for Dallas. Neither do we suggest that, as a result of the program, all our problems are being completely, perfectly, and permanently solved. We did not expect all our urban ills to yield to instant solution.'<sup>5</sup>

However, most civic officials felt that the program has had a strong influence on performance and has led to a high level of achievement. They were also quick to point out that, perhaps more important than the visible achievements of Goals for Dallas, was the deepened understanding by the people of the city's problems and opportunities.

It was felt that a number of key principles guided the program and had been responsible for its success. The former Mayor Jonsson suggested that the following eight principles would help to ensure a successful viable program with maximum results.<sup>6</sup>

- 1 Goals are for all of the people. The goals are designed to serve all the citizens of the community, not just select groups.
- 2 Community leaders must launch and guide the program. They must do more than lend their names; they must devote their time and effort.
- 3 Wide citizen participation should be not only encouraged, but vigorously sought. The program should be launched with the belief that the citizens, if given information on the prospects and problems of their community, will take part in setting and achieving goals in a knowledgeable, responsible and imaginative fashion. Every citizen should be urged to participate.
- 4 Conclusions should be reached by consensus. Unanimity cannot be expected, but agreement by a large majority is possible.
- 5 Representative citizen groups should prepare proposals for goals and their achievement which should then be reviewed in neighbourhood meetings. Everyone should be invited. The comments received should then be used to revise the proposals.

- 6 The program must be non-partisan, non-political and independent. Goals for Dallas is not associated with any governmental or other political or commercial organization.
- 7 The program should be a facilitating, but not an implementing activity. Its primary aim is to provide a mechanism through which all people can express their views regarding the type of community they desire.
- 8 The program must be a long-term endeavour. Time is needed to tell people about the program, to get them to understand it, to become interested, and then to take part.

Another extremely important factor in the success of Goals for Dallas to date, that Jonsson did not emphasize, was the critical roles played by himself and Godbold. Of Jonsson's role, Godbold said, 'It was his prestige and visibility plus his position in the political hierarchy of the city that enabled him to gain wide ranging support for the project from active and powerful people within the community.'

An active Goals for Dallas volunteer had this to say concerning Godbold's contribution to the success of the program: 'When you put the whole operation (Goals for Dallas) in perspective, the enthusiasm, the force and the drive of the 2,000 + organizers has largely been generated and sustained by this man.'

Erik Jonsson stepped down as Mayor in 1971 but has continued his interest in Goals for Dallas. The present Mayor of Dallas, Wes Wise, has said that he considers the viability and mutual concern engendered by the goals program to be of major importance to further progress in the city.

5 Erik Jonsson, 'Goals for Dallas', *op cit.*

6 *Ibid.*

## Appendix I

### Other Municipal Goal Setting Programs

As mentioned in the introduction, many other North American cities, encouraged by the success of Goals for Dallas, have initiated goals programs. Several Canadian municipalities as well have experimented with broad goal setting and citizen participation. Through the research phase of the Local Government Management Project, these municipalities have been contacted, and many have returned information about the operation of their program.

Part A of Appendix I briefly relates the experiences of four representative municipalities with their goal setting programs. Part B is a list of some of the municipalities which the LGMP is aware of that have engaged in goal setting programs somewhat akin to Goals for Dallas.<sup>1</sup>

#### Part A — Experience of Four Representative Municipalities

##### 1 Covina, California

Covina is a small city that has operated a goals program since 1967. In that year, city officials decided to involve the citizenry in updating the general plan for the community. A letter was sent to each resident and business in the city inviting their participation.

Six committees of almost 100 persons each was formed to draft the first set of goals. These were finalized by a steering committee and presented in a final report to the City Council on September 1, 1967.

This part of the project was felt to be a success from the point of view of the involvement of the citizens in determining the future growth and development of the city. It also gave many citizens an insight into the problems of local government, and many of these citizens have, as a result, become active in the community in many other ways.

Over the next five years, the city used the final report as a blueprint for actions and programs. On October 30, 1972, a report was issued describing the action that had been taken on each of the goals.

Many of the goals had been accomplished, some had not. In the preface to the report, City Administrator, Robert M. Christofferson, said:

That not *all* goals have been reached (after 5 years) is not a condemnation of the city government. Some objectives require funds that simply are not available; some require prior action by some other agency or party; and some may have even become obsolete with the passage of time, new events and shifting philosophies. While there is nothing magic about the 1967 goals, they were the best expression of community goals that could be developed at that time, and the City government has done its best to achieve those goals with the resources available. Possibly it is even time to again reflect on what our community goals should be, and readjust our programs to more accurately aim toward those goals upon which consensus can be reached.<sup>2</sup>

1 A more detailed discussion of the strengths and weaknesses of a number of approaches to goal setting as well as a discussion of important consideration for municipalities contemplating the implementation of a broad goal setting program are contained in the Project publication Broad Goal Setting (See Appendix VII).

2 Robert M. Christofferson, *The Community Critical Issues Report: Five Years Later*, Covina, California, October 30, 1972.



## 2 *Wichita, Kansas*

Wichita, a medium sized city in south central Kansas, became aware of the need for long and medium range community goals in 1965. Through a series of seminars held over several years, sponsored by the Brookings Institute of Washington, D.C., and Wichita State University, leaders of the community were educated in urban topics. Position papers were drawn up suggesting local policies that should be implemented in Wichita to achieve the most desirable objectives. A series of recommended proposals was adopted by the seminar participants and issued as a report — 'Wichita Tomorrow'. These were more specific statements designed to achieve the goals determined at the first conference. Goal evaluation and performance reviews were to be continuous processes for the public administrators. The contents of the report have some continuing influence on the policy decisions of the city but the specific proposals are not consciously used by the city as a blueprint for achieving the goals.

More recently (1973), the Coalition Planning Board, a coalition of public and quasi-public bodies, has developed a second goals program primarily directed toward short range goals in the area of services for the community.

## 3 *Wethersfield, Connecticut*

In 1969, Wethersfield decided to set down some realistic plans to guide it to where it wanted to be in the future. The Community Development Action Plan (CDAP) sponsored by the State of Connecticut provided the means for Wethersfield to prepare for the future.

An important element of the CDAP program has been citizen participation. This was accomplished in Wethersfield through the formation of citizen task forces in each of twelve functional areas. These task forces spent the next two years determining goals and objectives and setting out Action Plans to accomplish them.

Simultaneous with the work of the Task Forces was a study done to take inventory of the resources of the city and to determine the current status of performance of city agencies.

Following these steps, priorities among the goals and objectives were established to provide guidelines for the scheduling of activities and the allocation of financial resources. Outside consultants worked closely with civic officials to assure a complete and co-ordinated plan for the future of the community.

The report issued in June of 1971 outlines each goal and objective and gives a brief description of the need for that particular Action Plan. The steps to be taken over the next six years are then charted. For each step, the persons or agencies involved, cost estimates, sources of funds and measures of accomplishment are given.

## 4 *Austin, Texas*

Austin is involved with a goals program that has been somewhat influenced by the Dallas example. Labelled

*Austin Tomorrow*, it also puts a heavy emphasis on citizen participation. The program was set into motion by City Council and has consisted of three phases to date:

- 1 the Goals Assembly, a 260-member group appointed by City Council to determine the initial set of goals to be used as a base for the following phases;
- 2 the information gathering stage in which a group of 1500 citizens recruited by the Goals Assembly gathered information about the city and promoted community awareness of the program; and
- 3 the total community involvement stage involving neighbourhood meetings and extensive citizen participation.

In pursuance of the third stage, some 56 neighbourhood meetings were held early in 1974, attended by approximately 3000 citizens. Participants at the neighbourhood meetings chose one of the nine goal areas, were provided with reference material on the subject, and met with a group of others interested in the same topic. Problems and goals were identified, and recorded in terms of the numbers of participants expressing concern for each item. Statistics from all the neighbourhood meetings were compiled and presented to City Council in order that they might try to solve the problems and strive to accomplish the goals identified.

## Part B — Municipal Goals Programs

The following municipalities have all had some experience with broad municipal goal setting. The list is by no means exhaustive but represents only some of those municipalities with which the Local Government Management Project has corresponded concerning their efforts in this area.

### *Canada*

Barrie, Ontario

Halifax, Nova Scotia

Metropolitan Toronto, Ontario

Regional Municipality of Ottawa-Carleton, Ontario

Regional Municipality of York, Ontario

Toronto, Ontario

### *United States*

Abilene, Texas

Austin, Texas

Baytown, Texas

Charlotte, North Carolina

College Park, Maryland

Columbus, Ohio

Corpus Christie, Texas

Covina, California

Dallas, Texas

Deerfield, Illinois

Denver, Colorado

Detroit, Michigan

Galveston, Texas

Greensboro, North Carolina

Irving, Texas

Keene, New Hampshire

Lansing, Michigan

Little Rock, Arkansas

Los Angeles, California

Lubbock, Texas

Maplewood, Minnesota

Minneapolis-St. Paul, Minn.

New Orleans, Louisiana

Pensacola, Florida

Philadelphia, Pennsylvania

Portland, Oregon

Roanoke, Virginia

Salem, Oregon

San Jose, California

Sherman, Texas

Tacoma-Pierce County,

Washington

Texarkana, Texas

Topeka, Kansas

Tulsa, Oklahoma

Tucson, Arizona

Wethersfield, Connecticut

Wichita, Kansas



# Appendix II

## Public Safety Position Paper 1966

### PUBLIC SAFETY<sup>1</sup>

David Witts

#### Introduction

The author was asked by the Goals for Dallas Planning Committee to: "... state thoroughly and completely (both as to strong and weak points) where Dallas now stands in reference to the public safety of its inhabitants."

The caliber of public safety in the City of Dallas is affected by many factors. Hence it has been necessary to choose for discussion in this essay those considered most important. These major factors have been divided into two groups for the purposes of this paper: Those that endanger public safety and those that protect it.

To indicate how the city is fulfilling its responsibility to the people of Dallas in the field of public safety, this essay will describe briefly the bases for this obligation; outline the factors influencing public safety; illustrate various city operations; indicate services needing improvement; and list some conclusions.

#### Scope

To evaluate public safety in Dallas it was necessary to ascertain the extent of the city's obligation, its capacity for meeting it and its effectiveness in fulfilling its duty.

City operations affecting public safety can be classified as emergency services, *e. g.*, police and fire departments, which have an immediate impact; and preventive services furnished by the schools, the courts and city departments having a less obvious impact.

More and better police and fire protection is essential to the health and growth of the city. The increasing number of calls for emergency help emphasize that preventive measures need to be strengthened; however, the need to devote almost all of its public safety resources to bolstering emergency services means that the city is not able to give adequate attention to the prevention of crime and other breakdowns in society.

In view of the importance of prevention, some attempts were made by the writer to ascertain causes and thereby possibly to learn how to prevent recurrences. Whatever the difficulties of time and cost, prevention should be the long-range goal of a government seeking to reduce the enormous, mounting waste of life and property due to crime, traffic accidents, flood damage, and other hazards to public safety.

#### Limitations

Through the cooperation of many people, much evidence was obtained about the complex environmental and physical factors which influence public safety. The complexities themselves point up the competence required of city departments that must deal with them. This fact alone justifies demanding from the city departments the only standard of performance that should be acceptable to Dallas: Excellence!

#### Criteria

The effectiveness of facilities available to insure the present and future safety of the inhabitants of Dallas should be measured against the following criteria: the threats to be faced, the resources available to meet such threats, the operational readiness of the various departments, the acceptance or support by the public, the record of performance and their personnel.

#### The Municipal Commitments To Public Safety

##### Legally

The Charter of Dallas bestows upon the city the legal power to: "... define, prohibit, abate, suppress and prevent all things detrimental to the health, morals, comforts, safety, convenience and welfare of the inhabitants of the city ... make and enforce all police, health, sanitary and other regulations ... for maintaining and promoting the peace, good government and welfare of the city, for the performance of the functions thereof, for the order and security of its inhabitants and to protect the peace, lives, health and property of such inhabitants ... ." (Sec. 5, Charter of the City of Dallas, 1907).

This broad grant of power enables Dallas to do whatever is necessary to make itself a safe and wholesome place in which to live, work and play. Likewise, this grant carries with it the duty to use these powers to achieve the objectives for which they were given.

##### Historically

The concept of public safety has long been a concomitant of human society. From the time men joined together for mutual protection, they sought to improve their security and their well being.

As man's social structure became more complex, the mutual obligations of man and society crystallized into the regulatory system known as "law." By the time the Greek city-state reached its zenith, it had assumed the obligation of protecting the education of its youth. The millennium in which Rome flourished demonstrated the advantages of a society of law.

Following the Dark Ages, governmental guarantees were renewed in the Italian Renaissance, in the medieval towns of Western Europe and in the growth of the Anglo-Saxon tradition of "government under law." In America this heritage was refined to the view that government exists only to better the lot of the governed. As the smallest self-contained unit of government, the modern American municipality is one of the heirs to that historic tradition. With its Charter of Incorporation by the State of Texas in 1856, Dallas obtained the powers necessary to govern the activities of its inhabitants: It could punish them for violations of its ordinances, tax them for its support and otherwise insure their well being, their security and their observance of law and order.

##### Politically

The municipal obligation to insure public safety has long been equated with governmental police power. This was defined a century ago by the legal scholar, Judge Thomas Cooley:

*"The police of a (government), in a comprehensive sense, embraces its whole system in internal regulation, by which (it) seeks not only to preserve the public order and to prevent offenses against (itself), but also to establish for the intercourse of citizen with citizen, those rules of good manners and good neighborhood which are calculated to prevent a conflict of rights and to insure to each the uninterrupted enjoyment of his own, so far as is reasonably consistent with a like enjoyment of rights by others." (Cooley, Constitutional Limitations, Section 572.)*

1 Reproduced with permission from *Goals for Dallas: Submitted for Consideration by Dallas Citizens*, Goals for Dallas, Dallas, Texas, 1966, pp.109-129.



The continuation and growth of the municipality is a testament to its success in meeting and balancing collective needs against individual liberties. It is the branch of government closest to the governed, and the one most responsive to its citizens.

### Economically

Economically, municipal government has the advantage of being closest to the people governed. It is important that Dallas maintain an efficient balance between the quality and quantity of its services and the costs of providing them so that Dallas will not suffer the fate of many other cities—a vicious cycle wherein urban decay causes a flight to the suburbs which in turn causes more urban decay.

### Threats to Public Safety

#### Intentional Threats to Law and Order

The greatest threat to public safety in America today is the incredible rise in crime. The annual crime rate is increasing six times faster than the national population. From 1958 to 1964, population increased 10 percent, crimes of violence increased 40 percent, and crimes against property increased 60 percent. The crisis worsened in 1965. President Lyndon Johnson recently told the Congress:

*"Crime—the fact of crime and the fear of crime—marks the life of every American. We know its unrelenting pace: We know its costs in dollars—some \$27 billion annually. We know the cost it inflicts on thousands—in death, injury, suffering and anguish.*

*"We know the still more widespread cost it exacts from millions in fear—fear that can turn us into a nation of captives imprisoned nightly behind chained doors, double locks, barred windows—fear that can make us afraid to walk city streets by night or public parks by day . . . . These are costs a truly free people cannot tolerate."*

Although the rocketing crime rate is a major problem in all large cities, only nine cities showed a larger crime rate than Dallas. From 1960 to 1964 there was a decisive decrease in arrest of perpetrators of violent crimes in Dallas while the number of offenses was steadily increasing. The number of major crimes in Dallas increased from 4,922 in the first four months of 1965 to 5,248 for the same period in 1966.

#### Group Threats

The largest criminal organization in the United States—and in the world—is the Mafia. It is estimated to have some 2,000 active members and alliances with many thousands of American criminals, ranging from bookmakers to contract killers. Dallas is the home of one man identified in public hearings before the United States Senate as a member of the Mafia. He was also arrested in New York while attending the notorious "Apalachin Convention" of more than 100 ranking Mafia members from all over the North American continent.

Knowledgeable law enforcement officers agree the Mafia will commence racketeering and other criminal activities in Dallas as soon as it has the opportunity to do so. It is, therefore, of particular pertinence to Dallasites to heed President Johnson's warning that organized crime and racketeering is:

*" . . . a cancer in the city. It has become an entrenched national industry: it embraces gambling, narcotics, stock and bankruptcy fraud, usurious loans, or corruption of public officials or labor management relations.*

*"Organized crime also breeds lesser crime. The police in our large cities know from daily experience how much street crime results, for example, from narcotics addiction.*

*"Perhaps the most alarming aspect of organized crime, however, is that it erodes respect for the law."*

### Civil Defense

Civil defense in Dallas is a joint undertaking by the city and the county. The Civil Defense Commission is appointed by the Mayor and City Council and approved by the County Commissioners Court. Its function is planning and procedure in event of a major disaster. It is not an operating agency like the police and fire departments. The principal problems of this agency are: inadequate shelter facilities (80 percent of shelter facilities are located in the Central Business District); no practical plan of transportation to get the people to the shelters; public apathy; lack of public information and education.

### Judicial Inroads on Law Enforcement

The American Institute of Public Opinion recently reported that a majority of every major population group in America believed courts were not severe enough with criminals.

The American Bar Journal editorialized in March 1966: "There is no doubt that in the United States the rights of the accused—indeed the guilty—have been protected to a degree never seen before in history . . . Justice is not done when the guilty escape and the innocent walk the streets in fear . . ."

Court decisions, many of which were by a "majority of one," impose two challenges upon public safety levels for Dallas: That our officials accept the fact that these decisions are now the law and train their personnel to work within the limitations imposed; and that they inform the citizenry of their limitations so that the people may become concerned, and by becoming concerned, express themselves.

As the late Federal District Judge W. H. Atwell once ruled: "The majority also have rights."

### Public Apathy

"Most people don't know anything about crime, and they don't want to know." This statement from a Dallas public official characterizes why apathy is the city's paramount problem of public safety.

FBI Chief J. Edgar Hoover has frequently remarked that destruction of public faith in the police force is a chief goal of communism.

Patrolmen in Dallas are paid the highest wage scale for policemen in this area. Nevertheless, the Dallas Police Department is unable to recruit or retain its authorized complement, being 69 short on May 20. Other cities report similar difficulty in maintaining their police force up to strength. The greatest obstacle to improved police forces—in fact, the present crisis in law enforcement—stems from the public attitude toward the police.

The FBI carefully investigates charges of police brutality. During 1964-65, there were 1,700 complaints: 47 were presented to federal grand juries, and only five were found to have any basis of fact. While the FBI investigation into police brutality failed to turn up any such thing, it did reveal widespread public brutality against the police. Police are psychologically assailed and physically assaulted. In 1964, one out of every 10 policemen in the U. S. was assaulted; 57 were murdered.

Somehow, the image of the police and their working conditions are going to have to be upgraded. The police themselves must institute better public relations and community programs. Otherwise, good men will leave police service, new men will not join it, and of course the real loser will be the public.

### Municipal Institutions for Public Safety

#### The System for Criminal Justice

Before there can be solutions to the crime problems, there must first be some basic understandings: What activity is "criminal"; how are crimes classified; how is the perpetrator apprehended; how is the guilt of a suspect determined; and how are both suspected and established offenders treated?

Legally, a crime is an intentional act that violates the state's penal laws. Crimes run the gamut of human activity, from murder to spitting on the sidewalk. They are classified as felonies or misdemeanors, the former being the more serious.

#### Police Department

The prime function of the police is to find, arrest and bring suspected lawbreakers to the court (Exhibit I). Theirs is a difficult, dangerous job. Consequently, the caliber of officers, the quality of their training, the tenure of their experience and the organizational and public support rendered them are vital to the city's efforts to eradicate the criminal.

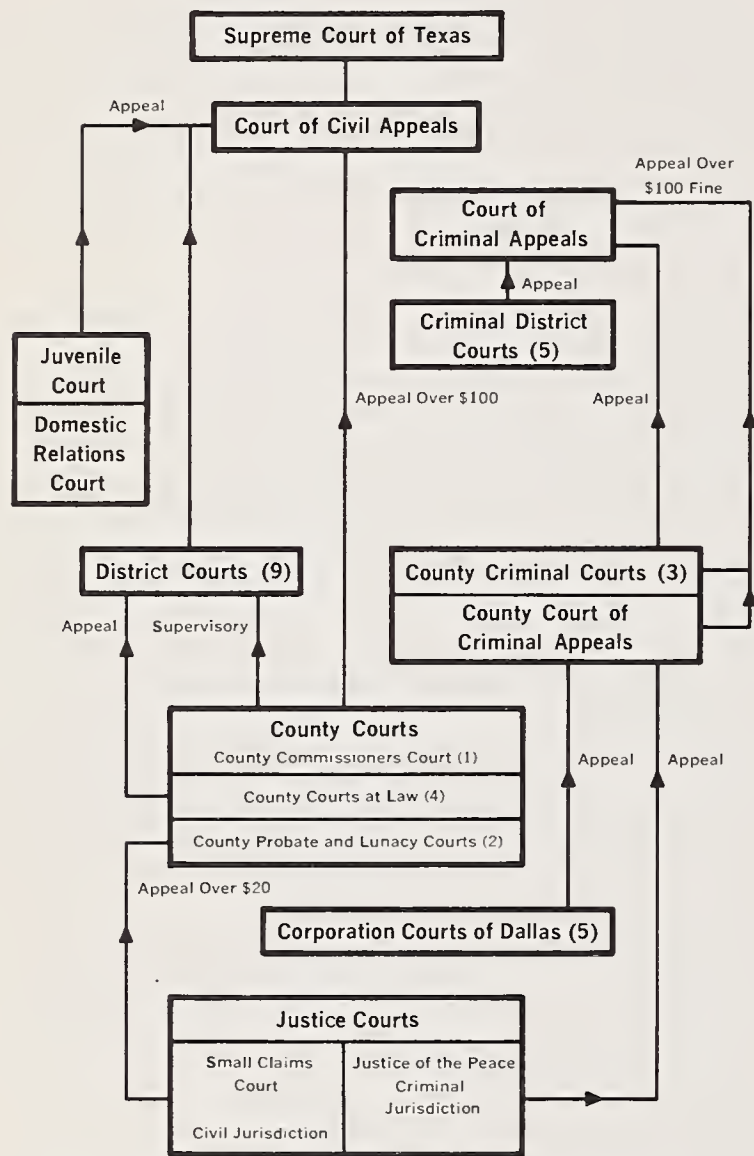
No other city department inherits the demands made upon the police. They handle crowds, respond to fire calls, control traffic, serve summonses for other city departments, maintain liaison with other law enforcement groups, protect visiting celebrities, testify in court, operate detention facilities and perform countless other functions in addition to their primary task of deterring, detecting and apprehending criminals.

Dallas is and should be proud of its police department. No police force in America surpasses Dallas in its reputation for honesty and incorruptibility. The officers are neat in appearance and courteous in conduct. The intelligence section is a member of the Law Enforcement Intelligence Unit, composed of police agencies throughout the nation concerned with organized crime. (Many American Police Departments have been unable to qualify for membership.) Ninety-six officers have received police training outside the department: 18



are graduates of the nine-month course at the Northwestern University Traffic Institute; 19 are graduates of the FBI's National Academy; 19 are graduates of the Southwestern School of Police Administration of SMU; three are graduates of the 3-month course given at the Delinquency Control Institute of the University of South Carolina, and both city and county officials participate in the programs of the Southwestern Law Enforcement Institute.

Exhibit I  
Dallas and Texas Court Systems



Nonetheless, Dallas, along with most other American cities, does not pay its police officers sufficiently well to maintain the force at its authorized strength, much less to recruit or otherwise develop the quality of personnel necessary to increase its professional competence. Simply comparing wages of Dallas policemen with other cities is no answer; the competition in this labor market is too fierce. The Dallas police have not been given adequate political and financial support by their community. To see how Dallas compares with other cities in police coverage and compensation, refer to Exhibit II.

The growth of Dallas produces a geometric increase in community demands for police action. To meet that demand, improvements in performance are essential. For example, from 1960 through 1964 Dallas population increased 19 percent, and police department personnel increased 17 percent. During this same period, "clearance by arrest" (a police department term used to indicate the solving of an offense) declined in the major crime categories of murder, negligent homicide, rape, robbery, aggravated assault, burglary and theft over \$50. (See Exhibit III.)

Since the International Association of Chiefs of Police is about to conduct a six-month investigation of the police department, no detailed study of the operation of the department was made for this essay. What the citizens expect of their police department could probably be summarized thusly: Protection so that they may live in an atmosphere of tranquility and move about anywhere, anytime with a feeling of safety. What gives a city more dignity and pride than an overall sense of physical well-being and serenity?

However, certain concepts and criteria prerequisite to a police department of the first quality are:

1. The operation of a police department is a business, and it should be run like one. Its profit and loss is measured in departmental achievement and city esteem.
2. The recruitment program should be attractive and realistic.
3. Its standards should be high, and its candidates carefully screened for quality.
4. The training should be good, broad and continuous, utilizing local educational facilities to the fullest.
5. The evaluation of its personnel should be continuous and fair.
6. Planning and research should have both imagination and initiative.

Exhibit II

The Dallas Police Department as Compared with that of Houston and San Francisco and as Compared with the National Average of Cities Between the Population of 300,000 — 1,000,000

MAXIMUM COMPENSATION PER MONTH				
Rank	Dallas	Houston	San Francisco	National Average
Chief of Police	\$1,466.66	\$1,300.00	\$1,979.00	\$1,348.03
Captain	783.00	738.00	1,350.00	831.63
Lieutenant	661.00	658.00	975.00	727.77
Sergeant	613.00	591.00	834.00	663.61
Detective	607.00	591.00	787.00	629.54
Patrolman	550.00	516.00	735.00	580.89
Patrolman (Minimum)	450.00	417.00	685.00	470.58
FRINGE BENEFIT AVERAGES				
Years Service for Minimum Pension	20	20	30	22.87
Minimum Retirement Age	50	38	55	53.42
Compulsory Retirement Age	None	65	65	65.82
Number Vacation Days (Working days)	12-15	15-25	10-15	18.48
Number Paid Holidays	6	8	11	8.62
ADMINISTRATIVE AVERAGES				
Total Budget Per Capita				
A. 1960 Census	14.36	12.23	25.29	18.46
B. 1965 Estimate	12.08	9.98	25.52	17.45
Police Officers per 1,000 Population				
A. 1960 Census	1.96	1.15	2.42	2.03
B. 1965 Estimate	1.62	1.32	2.38	1.91
Police Per Square Mile	4.46	3.52	13.67	6.95

Source: The 1965 Survey of Municipal Police Departments Conducted by the Kansas City, Missouri, Police Department

7. The deployment of personnel should be planned to obtain maximum, effective coverage.
8. Traffic responsibility should be continuously reviewed in the light of statistical information on accidents, drivers and new thoroughfares.
9. Facilities and personnel should be kept abreast of the latest techniques and current judicial decisions.
10. Discipline should be consistently fair.
11. Equipment should be modern and useful, *e.g.*, electronic computers, helicopters, scooters, station wagons, crime laboratories, files, etc.
12. Employment conditions should be competitive in such areas as seniority, salaries, pensions, insurance and leave.
13. Statistical compilation and reporting should be both realistic and truthful.
14. The department should encourage public support of and public involvement in its functions.
15. The department should have projects and goals to set its accomplishments and to measure its achievements.



Exhibit III

Offenses And Clearances by Year As Reported by the Dallas Police Department					
	1964	1963	1962	1961	1960
<b>Murder</b>					
Actual Offenses	149	113	103	99	91
Cleared by Arrest	137	107	96	96	92
Percent Clearance	91.95	94.69	93.20	96.97	101.1
<b>Negligent Homicide</b>					
Actual Offenses	88	81	49	60	73
Cleared by Arrest	80	75	42	58	74
Percent Clearance	90.91	92.59	85.71	96.67	101.37
<b>Rape</b>					
Actual Offenses	114	58	94	55	51
Cleared by Arrest	74	48	61	37	49
Percent Clearance	64.92	82.76	64.89	67.27	96.08
<b>Robbery</b>					
Actual Offenses	664	488	368	422	545
Cleared by Arrest	216	194	146	196	236
Percent Clearance	32.53	39.75	39.67	45.45	43.30
<b>Aggravated Assault</b>					
Actual Offenses	930	921	917	886	995
Cleared by Arrest	706	791	736	776	842
Percent Clearance	75.91	85.88	80.26	87.58	84.62
<b>Burglary</b>					
Actual Offenses	5,634	5,151	5,017	3,997	4,986
Cleared by Arrest	2,579	2,616	2,324	1,962	2,218
Percent Clearance	45.78	50.79	46.32	49.09	44.48
<b>Theft Over \$50</b>					
Actual Offenses	1,573	1,219	1,219	1,103	1,524
Cleared by Arrest	373	388	409	370	436
Percent Clearance	23.71	31.83	33.55	33.54	28.61
<b>Automobile Theft</b>					
Actual Offenses	3,788	3,103	2,850	2,169	2,118
Cleared by Arrest	1,836	1,273	961	862	825
Percent Clearance	48.47	41.02	33.72	39.74	38.95
<b>Total</b>					
Actual Offenses	12,940	11,134	10,618	8,791	10,383
Cleared by Arrest	6,001	5,492	4,775	4,357	4,772
Percent Clearance	46.38	49.33	44.97	49.56	45.96

### Courts and Their Officers

Blackstone once said, "The greatest deterrent force to crime is the certainty of conviction rather than the severity of the punishment therefor." It is axiomatic that uncertainty of conviction encourages crime. If punishment is to deter crime, it must be swift, certain and adequate.

It is the court system which provides for criminal prosecution and defense, for sentencing and for appeal of conviction. (See Exhibit I). The most common criticism of the Dallas courts is not the shortage of courts but the disparity in their work product. Indictments are regularly returned in greater numbers by the grand jury than are disposed of by the courts, resulting in delay between arrest and trial. Each day of such delay weakens the ability of the prosecution to fulfill its burden of proof as witnesses leave, memories fail and evidence disappears.

From time to time public attention is riveted on this situation and the log-jam of cases is loosened. For example, during the first three months of 1966 the courts disposed of 1,659 indictments, more than in any previous three-month term in history. During the same period, the grand jury handed down more indictments than ever before, yet disposition of cases outnumbered indictments by 206. The fever likewise struck the trial juries who convicted in 132 of 154 cases. A defendant may now go to trial three months after his indictment. Public safety in Dallas would prosper immensely if this could be made the rule rather than the exception.

Criminal prosecution in Dallas is now ably and well handled by the district attorney's office. The public should recognize that it, too, is a partner in the prosecution process by furnishing information and testimony to and lending support to the district attorney's office. Likewise, grand juries, trial juries, judges and parole officers are an integral part of criminal prosecution.

There is no more virulent threat to Dallas safety than a criminal who is out on bond. Here we must divide offenders into two classes: the ones who are professional or hardened criminals, and those who are not, *e.g.*, juveniles, first-offenders, alcoholics and the like. The professional criminal often utilizes his out on bond time for a crime spree while awaiting trial. This fact is verified every day by officials who report that the majority of felony arrests in Dallas are made on repeat offenders, that five felons are out on bond for

every one in jail, that when a criminal is finally put away as many as 25 cases are cleared up since all his unpunished crimes are washed out in a single conviction.

The other type of offender is disadvantaged by the bond system as much as the hardened criminal is pleased by it. Those who can't make bond increase the community's expense to detain him, injure their families and jeopardize their employment. No effort has ever been made in Dallas to institute the Vera Foundation Method successfully employed in 60 other cities. Under this system, bail for certain types of offenders is waived. Instead, they are released on their own recognizance (R.O.R.). Of the 35 percent so released, only 1/2 of one percent fail to appear for trial.

### Sentences, Paroles and Pardons

For a conviction to have any effect on the criminal and to have meaning to the community it should be both swift and adequate. It can hardly be said that the punishment fits the crime when a life sentence imposed by a jury can be served in only seven years. For example, in 1946 a Dallas jury sentenced a man to die in the electric chair for rape of a 13-year-old girl. Yet, he was freed in 1957. This year he was arrested for the brutal hatchet clubbing of a young boy and the kidnapping of an 11-year-old girl. Once again a distinction needs to be made between the offender who deserves punishment and the one who merits rehabilitation. The hardened criminal has learned to capitalize on the prison system. Knowing he gets extra "credit" for time served by such miscellaneous activities as choir singing and volleyball, he is almost always the best prisoner and thereby the first one out on parole.

It is doubtful that public safety is enhanced when a shortage of detention facilities is used as an excuse for the premature release of criminals, any more than when such facilities serve as training schools for the novice inmates who graduate therefrom as accomplished criminals.

The objectives sought by society in punishment of criminals are several: Detering violations, rehabilitating offenders and insulating society from dangerous offenders. Sometimes these objectives are parallel. Sometimes they are in conflict with the rights of an individual need to be balanced against the right of society. In such instance it should be borne in mind that public safety of the community suffers when criminals are free to strike again and again.

The reason Dallas does not now suffer the crippling weakness of shoddy law enforcement is that for many years it has been protected by a law enforcement team equalled by none in Texas and surpassed by few, if any, in America. The police department, the offices of district attorney, sheriff, county judge and city attorney have been held by men of dedication and integrity. The judiciary, both civil and criminal, has been composed of men of honor and civic responsibility. Nowhere has the corrosive taint of corruption appeared.

Because of its location, wealth and populace, Dallas has long been the number one target for takeover by organized crime. The prologue of the past is no guarantee, however, that the future will remain thus inviolate. Assuredly, it will not without public recognition of this accomplishment and public support for this objective.

### Municipal Deficiencies and Duties Involving Public Safety

#### Prevention of Crime

The fact is that criminal activity is on the increase in Dallas. Yet no reason was found why this trend is either inevitable or irreversible. Crime is no longer a purely local affair. Transportation, communication and organization have seen to that. Crime extends beyond Dallas' boundaries just as do highways, airports and waterways. If state and federal coordination is valid in the one instance, should it not be so in the other? Recognition of this has incurred in other cities, wherein they have participated in and profited by such programs as the Federal Vocational Educational Act of 1962 and Operation Crime Stop of the Chicago Police Department. Yet Dallas has not exploited the possibilities of these or other such programs.



### *Prevention of Fire*

The Dallas Fire Department enjoys a reputation for efficiency, readiness and ability. Its leadership is widely acknowledged. Its morale is high and its men are constantly trained. It maintains its apparatus to the highest operational standards and continuously replaces obsolescent equipment. It directs a program of fire prevention education in schools and homes. It has widespread public acceptance and support.

In spite of this, it is almost inevitable that non-conformance with the city building and fire codes will result in property damage and related increases in fire insurance premiums for Dallas. (There is presently an overlap between the building code and the fire code relating to fire hazards.)

Ninety-seven thousand inspections per year are required to inspect the 23,000 commercial and industrial properties in Dallas as of January, 1966, in accordance with the requirements of the National Fire Protection Association. Present personnel is inadequate to perform this job.

### *Prevention of Juvenile Delinquency*

Accounting for almost 40 percent of all arrests, the juvenile crime rate is rapidly escalating in Dallas. In no field of public safety has more been said but less accomplished. Many are the causes which are given:

1. Parents are abdicating parental authority.
2. While more parents are employed, more children are idle.
3. The vehicles of vandalism are most costly, *i.e.*, automobiles vs. watermelons.
4. Respect for law is not being taught or practiced.
5. The most publicized movement today is that of civil disobedience, along with selective observance of the law.
6. Dallas has no formalized system to cope with juvenile delinquents. Offenders are processed through a series of separate organizations with somewhat different and sometimes conflicting goals.
7. Such juvenile counseling as does exist is inadequate as to facilities and understaffed as to personnel.
8. There is a fundamental policy problem in Dallas about use of schools and school facilities for juvenile counseling and recreation. There are two distinct viewpoints:
  - (a) The sole purpose of the school and its plant is to educate;
  - (b) The logical place for counseling is in the schools, for it is there that the early warning signs of anti-social behavior first appear. Furthermore, schools which are vacant during the evenings and unoccupied during the summer are taxpayer-supported facilities located throughout the city usable for recreation and sports.
9. Driver-training courses in the schools provide excellent opportunities to teach understanding of and respect for the law.
10. When a juvenile is arrested, he is suspended from school until his case is resolved. On his return, he is behind in his work and may be rejected by his former group. This often creates a dropout or full-fledged delinquent.
11. A highly mobile community like Dallas tends to weaken family stability and break social attachments.
12. No information pool exists on juvenile drug offenses.
13. Facilities for handling disturbed children are inadequate.

### *Protection of Public Health*

In the field of health, public safety could be improved by:

1. Better control of venereal disease.
2. Programs to reduce the number of illegitimate births.
3. Elimination of open outhouses.
4. Expanded program of public health inspection of buildings such as the city jail and better reporting to the city manager.
5. Establishment of a comprehensive plan for the guidance of all Public Health Department personnel in event of public disaster.

### *Maintenance of Wholesome Environmental Conditions*

There are insufficient inspectional services to check on:

1. Building occupancy and maintenance.
2. Construction standards.
3. Fire hazards.
4. Extra hazardous occupational activities.
5. Foodstuffs, food handlers and commodities used for human consumption.

### *Protection of Public Utilities*

The Department of Public Utilities is the regulatory agent for Dallas' private utilities: gas, electricity, telephone and transportation. Its function is to see that the city obtains adequate service at reasonable rates.

The gas, electric and telephone utilities are investor-owned and competently managed. Dallas has enjoyed sufficient and uninterrupted utility service, even though each utility has found it necessary to increase its physical plant approximately ten-fold since 1945 to keep pace with the city's growth. Long-range planning has assured all the potential required for continued municipal expansion. Neither Dallas nor the utilities serving it is equipped to cope jointly with a disaster of the first magnitude since complete data for each utility is located only in its own office. No central location of data nor plan of procedure exists should it become necessary to coordinate all those services from a single post.

### *Protection of Public Works*

The City Department of Public Works has responsibility for the planning, construction and maintenance of all types of improvements on public property. In no other city department have planning and procedures been so thoroughly developed or so completely detailed.

Many homes in the White Rock Creek area were spared damage from the April flooding because of flood-control measures previously undertaken by this department, whereas much damage in the Bachman Creek drainage area resulted from the impasse created by those who wish to preserve the natural beauty of the creeks opposing those who prefer to straighten the water channel. (White Rock Creek flood control plans have been completed, but have not been implemented by the city.)

The greatest vulnerability to flooding exists in those areas lying along the Trinity River. But for the system of levees, dams and lakes along the Trinity watershed, Dallas would have suffered a major disaster in the April, 1966, floods. Additional flood control measures along the Trinity would be highly beneficial to public safety for Dallas.

No stand-by radio transmitter capability exists for the Public Works Department in the Civil Defense Shelter at State Fair Park. A mishap on any Dallas freeway affects a great number of people almost instantly. Yet no system of block numbering exists so that emergency assistance can be directed to the exact location needed.

### *Street Lighting*

It is known that street lighting deters crime. A productive sign of cooperation between different city departments working together is the Police, Public Works and Public Utilities departments initiating a test program of street lighting. Three areas of the city were selected for a pilot program with emphasis on the high-crime district in South Dallas.

### *Housing Conditions*

Housing conditions affect public safety in three principal ways: fire, health and crime.

Substandard housing conditions formerly prevailed in the areas annexed to Dallas, *e.g.*, West Dallas and Eagle Ford. The banner of blight is now borne by South and near East Dallas as older homes are transitioned into multi-family dwellings. Utility and sanitation systems quickly become overloaded. Space requirements cannot be enforced without a door-to-door inspection. In 1960, the census listed 46,000 dwellings as substandard. One inspector can average 180 units per year in checking compliances. There are only 10 inspectors in the city's urban rehabilitation department.

The code enforcements are not keeping pace with deterioration, particularly so since large property owners or their agents resist compliance and hinder enforcement.

### *Pollution of Air and Water*

Pollution of air and water poses a threat to public safety in Dallas totally out of proportion to its recognition or planning by the city. This subject is covered in the essay on Health.



## Traffic Safety

For the monetary loss, physical pain and property damage, nothing menaces public safety in Dallas so much as traffic accidents. The National Safety Council estimated that 1964 traffic accidents cost Dallas \$27,000,000 or almost \$1 per second. In traffic deaths, Dallas ranked second in the nation on a population basis.

Among the inadequacies which contribute to this composite are:

1. Dallas' traffic courts do not meet the standards set by the American Bar Association.
2. Driver education is not mandatory.
3. Of the 95 drivers deemed responsible for 108 traffic deaths in Dallas in 1964, 77 of them accounted for 544 traffic arrests or an average of  $7\frac{1}{2}$  arrests for each offender.
4. Driver licensing laws have no provision for weeding out unfit drivers.
5. A small group of drivers, approximately 10 percent, are responsible for all accidents; four percent of the drivers account for almost 40 percent of the accidents.
6. Nine out of 10 accidents are caused by driver failure, or the "nut behind the wheel."

## Environment

That indirect and environmental conditions affect public safety is just now beginning to impress itself on the city. The hard statistic that 35 percent of Dallas' crime occurs within three percent of its area opens wide the door of inquiry. Historically, slum areas spawn crime. Social and statistical research, commenced though not completed, suggest that there is also a direct relationship between environmental conditions and the citizen's conduct in society — be he at home or away.

In the substandard areas of South Dallas and near East Dallas where population density links with low income, lack of education, unemployment, unskilled labor and dependent children, there emerges the highest crime area of the city.

When the President asked Congress for legislation to combat criminal activities, he stated:

*"A century ago, Thoreau wrote that there are a thousand hacking at the branches of evil to one who is striking at the root. So it remains today.*

*"The programs now under way to eliminate the degradation of poverty, the decay of our cities, the disgrace of racial discrimination, the despair of illiteracy — are all vitally important to crime prevention."*

## Coordination of Law Enforcement Agencies

In Dallas County there are 27 different municipalities, each having its own police department. In addition, there are the Dallas County Sheriff's Office and the Texas Department of Public Safety.

Federal law enforcement agencies located here include the FBI, Secret Service, Postal Inspection, Immigration and Naturalization, United States Marshal, Narcotics Bureau, Alcohol and Tobacco Unit, Air Force Security, U. S. Army Intelligence Corps, U. S. Army Military Police and Naval Intelligence.

Each of these units has appropriate jurisdiction within Dallas County. Although there is a compelling need for coordination among the various agencies, little exists.

## Increased Use Can be Made of Existing Resources for Improving Public Safety

Dallas possesses a large reservoir of resources capable of improving public safety levels. We are not capitalizing on these to the maximum degree:

1. Educational facilities have been only sparsely used for training.
2. Collegiate and graduate educational facilities have not been utilized adequately for research and planning.
3. Citizens have been given little opportunity for involvement. (In one instance, the Lock Your Car Campaign, the public was delighted to participate, and car thefts dropped 30 percent).
4. The city departments have not compiled sufficient, meaningful statistics to aid in improving operations and developing plans.
5. The city has extensive investigative powers to assure itself that its departments are functioning honestly and effectively. (City Charter, Chapter III, sec. 15). Yet no instance was found in which this power has been used since amendment of the current charter in 1952.
6. No independent inspection department has been established by the city, such as the Inspector General's Department in the U. S. Army.

## In Conclusion

1. Does the Dallas citizenry need to be aroused to its responsibility for supporting effective law enforcement, including citizen involvement?
2. Does Dallas need a more realistic bail bond system?
3. How can Dallas voters be made aware of their responsibilities for trial, punishment and parole of criminal offenders?
4. How can Dallas be alerted to the need for implementing a realistic Civil Defense program?
5. Does Dallas need to re-structure its handling of juvenile delinquents?
6. Should there be more coordinated planning by the various traffic agencies in Dallas County to reduce traffic deaths, property damage and congestion?
7. Are the educational facilities in Dallas being utilized to enhance public safety?

## Appendix III

### Public Safety Goals 1967

#### Public Safety Goals<sup>1</sup>

##### *General Goal*

Each citizen must be assured the opportunity to enjoy life in our community in peace and free of fear from criminal acts and preventable disasters. At the same time, we urge renewed recognition of the responsibilities of the individual in and to an urban society. We also seek wider understanding and appreciation for law and police authority as essential instrumentalities for living together. To meet constant challenges to public order and personal security inherent in rapid population expansion and increasing urbanization, we should strengthen each of those agencies charged with the responsibilities of assuring public safety. Educational and other programs in all fields of public safety should place emphasis on preventive measures and facilities, both public and private.

##### *Specific Goals*

- 1 Make careers in law enforcement and other public safety services more attractive. Emphasis should be given to pre-employment training, better on-the-job training ought to be provided and compensation should be more competitive with other career opportunities.
- 2 Develop closer coordination between all agencies concerned with law enforcement, fire and public safety, with more effective use of voluntary organizations.
- 3 Make wider use of advanced technologies and innovations in public safety activities, civil defense and in the prevention and handling of major disasters. Priority should be given to updating radio equipment and networks and utilizing electronic data systems. In densely populated areas, encourage licensing of the maximum number of buildings that afford radiation protection for the citizens.
- 4 Encourage community institutions, public and private, to present educational programs to increase respect and public support for law enforcement.
- 5 Assure the adequacy of our court system, since an important deterrent to crime is punishment that is swift, certain, adequate and just. Encourage action to assure effective and timely disposition of court cases.

- 6 Propose more effective bail bond procedures and seek necessary enabling legislation to implement the proposals.
- 7 Seek wider civic awareness of probation and parole problems. Dallas County should exert close supervision over probationers and parolees within its jurisdiction.
- 8 Establish in Dallas area schools, and seek statewide adoption of, a mandatory and effective driver education program at no cost to the students. The program should include behind-the-wheel instruction and should be provided in both public and private schools.
- 9 Work for stricter state laws relating to driver qualification, licensing and relicensing with periodic re-examination as a prerequisite for license renewal. Severe penalties should be imposed against those who drive without a license, those who drive after licenses have been revoked and those who are repeatedly at fault in traffic accidents.
- 10 Continued emphasis should be placed on the effective rehabilitation of offenders, both adult and juvenile, through the appropriate public and voluntary agencies. Juvenile offenders returning from Texas Youth Council jurisdiction should be given special attention through appropriate agencies. Additional efforts should be made to identify and assist pre-delinquents to prevent their becoming criminals.

<sup>1</sup> Reproduced with permission from *Goals for Dallas-Mutual Aims of its Citizens*, Goals for Dallas, Dallas Texas, 1967, pp. 14-15.



## Appendix IV

### How to Achieve the Public Safety Goals 1970

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#### PUBLIC SAFETY<sup>1</sup>



##### Public Safety — General Goal

*Each citizen must be assured the opportunity to enjoy life in our community in peace and free of fear from criminal acts and preventable disasters. At the same time we urge renewed recognition of the responsibilities of the individual in and to an urban society. We also seek wider understanding and appreciation for law and police authority as essential instrumentalities for living together. To meet constant challenges to public order and personal security inherent in rapid population expansion and increasing urbanization, we should strengthen each of those agencies charged with the responsibilities of assuring public safety. Educational and other programs in all fields of public safety should place emphasis on preventive measures and facilities, both public and private.*

Success in accomplishing the Public Safety Goals may prove to be the keystone in building the great, ever-renewing community we seek through the Goals for Dallas program. Certainly failure to achieve significant progress in this area would tend to diminish the benefits which would otherwise result from the realization of the other eleven General Goals.

These schedules, which are intended to achieve the eleven specific Public Safety Goals, contain 87 major steps. These steps are written in broad and somewhat imprecise terms, but they provide a nucleus around which the skilled professional and interested layman can rally in formulating specific plans and in initiating complementary actions.

Most of the schedules can be effected very promptly, and in fact several have been acted upon already. However, the full development of certain of the steps will require several years to complete and will demand firm commitments to intensified and long-term programs of action.

Also, it must be recognized that while many of the schedules can be implemented at nominal costs, there are several which will entail vast expenditures of funds. In this regard we can bolster our resolve by recognizing that the savings in property and human resources that may be effected will return our investment many times over.

Dallas has enjoyed a beneficial public safety environment, relative to many communities, but it falls short of the position of excellence which we desire for our community. All of these proposals relate to one of five general areas:

- Providing improved facilities and equipment, staff, coordination and support for law enforcement and other public safety agencies;
- Extending the effectiveness of our system of criminal justice;
- Enhancing traffic safety through driver training and licensing;
- Revitalizing our probation and parole systems, and the methods of rehabilitating adult and juvenile offenders; and
- Directing actions and urgent attention to the solution of the drug abuse problem.

The successful pursuit of excellence in these five areas will require the cooperation of governmental agencies; public officials; civic, educational, and professional groups; and many other formal organizations. However, one central theme which pervaded

the development of these schedules and which is the critical ingredient in the success of each schedule is the support, concern and interest of the individual citizen. Each of us must act boldly and with sufficient conviction to take advantage of this opportunity to shape the future of our community.

##### Public Safety — Goal 1

*Make careers in law enforcement and other public safety services more attractive. Emphasis should be given to improved methods of selection and pre-employment training. Better on-the-job training ought to be provided and compensation should be more competitive with other career opportunities.*

(The Committee revising the Public Safety Goals voted first priority for achievement of this Goal.)

**Interpretation:** This Goal will be illustrated by its treatment of the Police and Fire Departments of the City of Dallas. "Pre-employment training" is construed to mean training after employment but before assignment to regular duty.

**General Approach:** Careers in public safety agencies should provide opportunity and incentive for achievement, adequate and appropriate compensation, and community respect and recognition.

**Progress Already Made Toward Achieving the Goal:** Significant progress has been made toward achievement of this Goal:

Effective October 1, 1968, considerable salary increases were granted in divisions of the Police Department referred to in the International Association of Police Chiefs' report. These increases were based on salaries paid by comparable cities in 1966. Comparative scales were put into effect in the Fire Department. Additional increases have since been implemented.

Both the Police and Fire Departments have entered into extensive employment programs. Studies are being made to determine what additional motivating factors can be introduced to attract more qualified personnel. There has been a complete reorganization of both departments to allow for more efficient handling of complaints, information and follow-up procedures.

On-the-job training assignments have been introduced into the initial training program for fire and police officers.

To provide more college-trained personnel, the Dallas Police Department has established a cadet officer program through which police personnel take courses in area colleges while continuing their work in the department. The police department pays tuition and a monthly salary to the cadets.

A two-year Fire Protection Technology program has been established at a local junior college.

All police officers and firemen may have tuition costs reimbursed upon satisfactory completion of college courses.

The City sought and received an enabling statute at the last session of the legislature to permit improvements in the policemen's and firemen's pension-retirement system. Subsequent revisions in the city charter allow the Police and Fire Departments to hire qualified administrative personnel from other organizations.

The City executed modifications in the plan which will provide additional incentive for veteran officers to continue their service past minimum retirement age.

Special pay incentives have been granted for police officers and firemen for increments ranging from three college hours to two years of specialized college training.

Police and Fire Department promotion policies have been modified to stress merit, leadership, performance, character and educational achievement.

<sup>1</sup> Reproduced with permission from *Goals for Dallas: Achieving the Goals*, Goals for Dallas, Dallas, Texas, 1970, pp. 124-152.



The Dallas Civil Service Board has approved appointment of certain high-ranking officers, upon the recommendation of the respective chiefs of the departments, based upon ability, professional preparation, loyalty and leadership skills with less reliance upon arbitrary testing procedures and seniority. Establishment of four store front centers and a mobile Community Services Center, combined with a Rumor Control and Information Center, has reestablished a broad range of citizen contact with police officers, particularly among the deprived and underprivileged citizenry.

Methods for protecting police officers and firemen from claims arising in the performance of their duties has been partly solved by the passage of the Texas Tort Claims Act. Other protections are under study at this time.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Strengthen and refine personnel development programs to improve individual competencies, to inform personnel about technological developments and to qualify officers for job advancement.	City of Dallas (City Manager, Police and Fire Chiefs)	October 1970 and continuing
2. Continue promotion policies for the Fire Department which stress merit and qualities of performance, leadership, character and educational achievement, with limited reference to seniority. While emphasis should be on developing qualified personnel for promotion within the department, there should be no restriction on employment of other qualified persons.	City of Dallas (City Manager, Fire Chief)	July 1971
3. Structure supervisory positions and salaries in the Police and Fire Departments so as to attract college trained men and to motivate officers to continue their formal education.	City of Dallas (City Council, City Manager, Police and Fire Chiefs)	Continuing
4. Determine methods for protecting police officers and firemen from claims arising out of performance of their duties.	City of Dallas (City Council, City Manager, City Attorney)	January 1971
5. Establish bachelor and graduate level programs in criminal justice, police science and technology, and fire protection science and technology at appropriate area educational institutions.	Area colleges and universities; City of Dallas; North Texas Region Higher Education Council (See Higher Education General Goal); and others.	September 1970 and continuing
6. Develop an adequate compensation program for the Police Department commensurate with duties being performed, and maintain it on a continuous and current basis.	City of Dallas (City Council, City Manager)	Continuing
7. Develop and adopt similar guidelines for a compensation program for the Dallas Fire Department.	City of Dallas (City Council, City Manager)	Continuing
8. Exert continual effort toward full staffing of the public safety departments to allow individual officers more time for preventive activities and contact with the community.	City of Dallas (City Manager, Chief of Police, Fire Chief)	Continuing

**Estimated Costs:** Cost estimates will be developed as specific proposals are formulated.

Public Safety — Goal 2

*Develop closer coordination between all agencies concerned with law enforcement, fire and public safety, with more effective use of voluntary organizations.*

Public Safety — Goal 3

*Make wider use of advanced technologies and innovations in public safety activities, civil defense and in the prevention and handling of major disasters. Priority should be given to updating radio equipment and networks and utilizing electronic data systems. In densely populated areas, encourage licensing of the maximum number of buildings that afford radiation protection for the citizens.*

**Interpretation:** It is assumed that the organization and jurisdiction of existing governmental units will be retained. Goals 2 and 3 are treated together because they are so closely interrelated.

**General Approach:** Improved coordination between public safety agencies is largely dependent on the use of new technologies and equipment. The accomplishment of these Goals will require diligent cooperative planning by the many agencies involved, as well as sizable commitments of public funds. Coordinated planning and systems should be developed to unite and facilitate crime prevention and control by the many agencies in the metropolitan area.

Law enforcement and judicial agencies should support and cooperate with the study program developed by the North Central Texas Council of Governments (NCTCOG) dealing with comprehensive law enforcement and criminal justice planning. (See Progress section below.)

**Progress Already Made Toward Achieving the Goal:** NCTCOG has been designated as the Comprehensive Law Enforcement Planning Agency in North Central Texas by the recently-appointed Texas Criminal Justice Council, which has granted \$39,310 for staffing the program.

NCTCOG, in conjunction with the Texas Research League, has developed a one-year Comprehensive Law Enforcement Plan, a program study designed to result in massive cooperation in law enforcement in the 10-county NCTCOG region. The study would cover such areas as communications; community relations; computer utilization; personnel, administration, recruitment, training and education; records; police intelligence; laboratory services; inventory and demographic study; reducing criminal options; juvenile courts and corrections; delinquency prevention and adult correction. The study would encompass gathering technical data; analysis; and recommendations concerning goals, guidelines and implementing programs. A NCTCOG Criminal Justice Policy Development Committee has been appointed to give direction to continuing planning.

A Dallas Criminal Justice Council composed of law enforcement officials, City Councilmen, County Commissioners and School District representatives has been formed to coordinate the total criminal justice procedures in Dallas County. Plans are being discussed through representatives of the Council to establish a central regional depository for all reports and records with immediate recall potential.

The City of Dallas is studying use of computerized record systems; has installed a computer terminal connected to the National Crime Information Center in Washington and the North Central Texas Crime Information system.

The Dallas City Council, County Commissioners Court, Southwestern Medical School and County Hospital District have established a crime detection laboratory.

An Emergency Operations Plan for the City of Dallas is being prepared by the Dallas Office of Civil Defense in coordination with city government departments and agencies and selected volunteer organizations. The Community Fallout Shelter Plan which has been completed will be printed and distributed when federal funds are made available sometime after July 1970. In connection with the Community Fallout Shelter program, the Civil Defense and Disaster Commission is studying fallout protection costs, and the economic feasibility of large scale expansion of the Civil Defense communication and disaster warning alert system.

An \$18,437 federal grant was made to the City of Dallas to help finance construction plans and specifications for an emergency operations center in the proposed new municipal building. It would be staffed by key city and county governmental personnel to function in emergency situations.

The City of Dallas has adopted the general policy that fallout protection shelters will be provided in the new city-owned buildings if the cost is reasonable. Such shelters are being included in new fire station construction and in the proposed new city hall. A bill requiring shelters in all public buildings costing \$100,000 or more was introduced but did not pass the state legislature.

Although the City of Dallas maintains its own police officer training program, over 1,000 trainees from North Texas cities (including Dallas) have graduated from the Regional Police Academy, which was established in March 1968 by the North Texas Police Chiefs Association and NCTCOG to train law enforcement officers in the 10-county region.

The long-range replacement program for Dallas fire equipment has been revised. Major fire apparatus will be replaced after 15 years active service. Under this accelerated replacement policy, 18 major pieces of apparatus have been purchased in the past two years.



Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Take steps at state and local levels to include fallout protection shelters in the construction of certain new buildings, particularly in new structures such as large buildings, schools, churches, shopping centers, in densely populated areas.	City of Dallas (City Council); Dallas legislators.	June 1971 and continuing
2. Complete an Emergency Operations Plan for the City of Dallas to insure that all departments and agencies in Dallas city government provide a coordinated response in committing resources to deal with all types of major disasters.	Dallas Office of Civil Defense; City of Dallas (City Council).	September 1970
3. Continue studies for comprehensive law enforcement planning in North Central Texas. (See Statement of Progress above.)	NCTCOG and regional law enforcement groups.	Continuing
4. Seek enabling legislation which would permit fire service personnel, when requested, to cross jurisdictional lines to perform public safety functions in times of disorders or civil disaster.	City attorneys and city councils in the metropolitan area; Dallas legislators; Dallas County Commissioners Court.	June 1971
5. Explore the possibility of establishing a single facility for receiving all emergency calls originating in the metropolitan area. (See also Step 10.)	Public safety agencies in the metropolitan area in consultation with the Dallas Police Department.	June 1971 and continuing
6. Study and determine replacement and purchasing practices for City of Dallas public safety equipment (especially fire equipment) to assure the highest level of protection. The study should consider economic life, maintenance costs and obsolescence.	City of Dallas (City Manager, public safety agencies).	December 1970
7. Continue to develop a well-equipped and well-staffed crime detection laboratory capable of handling the requirements of all law enforcement agencies in the metropolitan area. Each agency could support operation of the lab at a level based on need.	County Commissioners; Dallas City Council; Southwestern Medical School; County Hospital District.	January 1971
8. Adopt a uniform and complete records system for all area police agencies. It should include adequate information on the complaint, arrest, charge and disposition of each criminal act and traffic violation to permit scientific analysis and planning from a regional standpoint.	Police agencies in the Dallas metropolitan area.	Continuing
9. Develop an integrated area voice communications system using uniform codes, procedures and dispatching techniques. Extend the teletype network, now in limited use, to all agencies for handling information of a lower priority or requiring a written record.	Municipal and county police agencies in the Dallas metropolitan area, in cooperation with NCTCOG.	January 1974
10. Construct and maintain a master file system for all records described in Step 8, with prompt access for each cooperating agency. The system should be automated as far as practicable by the use of electronic data-processing techniques. The system should be integrated with the National Crime Information Center. The central system should be available to all agencies upon subscription.	Law enforcement and planning agencies in cooperation with NCTCOG.	June 1972 and continuing
11. Make available to other municipalities in the county, on a contract basis, those pieces of special application public safety equipment which are subject to limited use. The Dallas City Manager should seek to negotiate such contracts in justifying purchase of the equipment.	City of Dallas (City Manager, Fire Department, Police Department, City Council).	January 1971 and continuing
12. Through the most practical means, publicize the Community Shelter Plan (CSP) for the area so that all area residents may become fully aware of the program.	CSP Policy Council and Civil Defense Agency.	September 1970

**Estimated Costs:** Cost estimates will be developed as specific programs are proposed.

Public Safety — Goal 4

*Encourage community institutions, public and private, to present educational programs to increase respect and public support for law enforcement.*

(The Committee revising the Public Safety Goals voted second priority for achievement of this Goal.)

**Interpretation:** While the proposals suggested here pertain to the City of Dallas, they could be useful guides for similar programs in other municipalities.

**General Approach:** While the Dallas Police Department has the responsibility of maintaining a posture which creates respect and support for law enforcement from the citizenry, the major responsibility to make this support popular and effective lies with all segments of the public and with their organizations.

**Progress Already Made Toward Achieving the Goal:** The city has established four neighborhood centers and one mobile unit manned by police officers to provide better police-community relations as well as to bolster law enforcement.

The Police Department's public information program included appearances before more than 2,700 groups during one year's time. A speakers bureau has been established within the public information section of the Information Services Division.

Several organizations make annual awards to selected police officers in recognition of outstanding service. The Dallas Insurance Underwriters Association has initiated an Officer of the Month award based on commendable actions by a Dallas police officer.

A reserve police group composed of carefully screened volunteers has been organized to assist in various Police Department duties including accompanying officers on their assignments.

In May 1969, the Police Department launched an "Operation Stop Crime" program through which citizens are urged to report immediately any suspicious activities. The Department also established a Rumor Control Center to check on rumors which, if spread, might lead to unrest or conflict.

A program, "Let Me Speak to the Officer", was inaugurated October 1, 1969, in five junior and senior high schools. This program of two hours weekly is being expanded.

Five child guidance centers combining police, school, juvenile authorities, and including counselors, were initiated in September and October 1969. The centers deal with truancy and delinquency-problem students.

The Police Athletic League has volunteered funds to serve as a basis of an athletic program to support over twenty baseball teams through the League. A federal grant is being processed to utilize Law Enforcement Assistance Act funding to furnish adequate coaching, counseling and guidance.

The Police Department has established a special programs unit to achieve community involvement in crime prevention, with a police sergeant and six patrolmen assigned to the unit. Since

January 6, 1970, the officers have conducted 170 community meetings involving 14,000 participants. The purpose of the program is to make citizens aware of crime problems and to teach prevention techniques. The City Council has authorized formation of an Action Center by October, 1970 to improve public contact and response to citizen requests.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Coordinate a total community effort between organizations representing all segments of the community.	Criminal Justice Council	July 1970 and continuing
2. Develop effective public contact programs for the police and other city departments, employing consultants as necessary.	City of Dallas (City Council, City Manager)	Continuing
3. Extend the number and scope of programs such as the "Lock Your Car", "On Guard", and "Operation Crime Stop" campaigns.	City of Dallas (Police Department)	Continuing



Major step	Organization to undertake the step	Date when step should be accomplished
4. Institute regular classroom visits to public and private schools by specially trained police officers to present the story of law enforcement — the responsibility of police agencies and how they help the individual. The programs should be in addition to the safety and special enforcement lectures now given. Financial support of business firms should be sought to provide literature.	City of Dallas (Police Department); Dallas Independent School District (DISD); private schools.	October 1970 and continuing
5. Arrange for a citizens committee to select a Police Officer of the Month with selections based on commendable actions either on or off duty. Appropriate news coverage should accompany announcements of the selections.	City of Dallas (Police Department); Dallas Advertising League.	Continuing
6. Encourage off-duty police officers to serve as coaches and instructors to expand the youth athletic program in areas where organized athletics are otherwise unavailable or where strengthened citizen-police relations are particularly needed.	Police Athletic League; Dallas Police Association; service clubs; Youth Coordinator, City of Dallas.	Continuing
7. Commence an active program in the elementary schools which would bring about an understanding of law enforcement officials' concern for the welfare of youth.	Dallas Police Department; civic organizations; DISD.	September 1970

**Estimated Costs:** Cost estimates will be developed as specific projects are formulated.

**Public Safety — Goal 5**

*Assure the adequacy of our court system, since an important deterrent to crime is punishment that is swift, certain, adequate and just. Encourage action to assure effective and timely disposition of court cases.*

**Interpretation:** This Goal concerns municipal, state and federal courts which have original jurisdiction over criminal offenses. Judges, prosecutors, defense attorneys, police agencies, jurors and witnesses all have a responsibility to see that the trial process is both just and swift. Virtually all criminal cases should be disposed of within six months after indictment.

**General Approach:** Every effort should be made to stimulate public interest in and knowledge of the judicial system. When law-abiding citizens realize that deficiencies of the criminal courts endanger their lives and property, they will support appropriate improvements.

The public should be made aware of the increasing number of criminal indictments in Dallas County and of the resulting need both for utmost efficiency of present courts and for creation of additional courts.

Between 1964-68 filings in the criminal district courts jumped from 4,700 to 9,155 and pending cases rose from 4,810 to 6,093. New misdemeanor cases, handled by the county criminal courts, are up 33 percent in two years. Between 1958-68 filings increased from 2,200 to 5,000 in the juvenile court, a sensitive and important area in the administration of justice. Approximately 50 percent of all serious crimes are committed by persons under 18 years of age.

The disparity in numbers of cases handled by the present courts should be publicized.

**Progress Already Made Toward Achieving the Goal:** Courts have increased their disposition of cases recently. A new juvenile court and two new criminal district courts have been authorized by state law.

**Major Steps to be Taken to Achieve the Goal**

Major step	Organization to undertake the step	Date when step should be accomplished
1. Encourage news media to cover fully the criminal judicial process. Provide appropriate background material.	Dallas Bar Association; Dallas Crime Commission; District and City Attorneys' offices.	Continuing
2. Compile for regular release to news media, objective statistical reports showing the comparative number of cases tried and disposed of by each criminal district and county court. The range of sentences for each major kind of criminal activity should be listed.	Dallas Crime Commission	October 1970 and continuing

Major step	Organization to undertake the step	Date when step should be accomplished
3. Prepare an annual report on operations of criminal courts in Dallas County, indicating the number of cases handled, their relative complexity and the average time required for full termination of the initial trial. (The report should note that delays can be caused by actions of prosecutors, defense attorneys or others over which the courts have little control.)	Dallas Crime Commission	October 1970 and continuing
4. Secure authorization by the Texas Legislature of additional criminal district courts and county criminal courts in Dallas County.	Dallas Bar Association; District and City Attorneys; Dallas legislators.	Continuing, as needed
5. Support legislation to make justice of the peace and municipal courts "courts of record," i.e., courts with officially written accounts of proceedings.	Dallas Bar Association; District and City Attorneys; City Council; Commissioners Court; Dallas legislators.	July 1971
6. Seek legislation to create appellate municipal courts in the large cities. This would allow appeals to be tried by the same legal staff and would help reduce heavy case loads in county criminal courts.	Dallas Bar Association; District and City Attorneys; City Council; Commissioners Court; Dallas legislators.	July 1971

**Estimated Costs:** Cost estimates will be developed as specific projects are formed.

**Public Safety — Goal 6**

*Propose more effective bail bond procedures and seek necessary enabling legislation to implement the proposals.*

**Interpretation:** The existing bail bond system in Dallas city and county courts has not integrated contemporary procedures with traditional methods. An effective system should be administered by competent authorities to achieve equity and uniformity, and to be responsive to the nature of the circumstances which lead to arrest. This Goal emphasizes consideration of all procedures for handling of alleged offenders prior to trial.

**General Approach:** The accomplishment of this Goal should treat these areas of public concern: The hardened or professional criminal or the multiple offender, and the occasional offender or the unjustly accused.

The professional criminal often commits additional crimes while on bond, only to have them cleared with conviction and sentencing on an earlier offense. The occasional offender who is charged with a relatively minor offense is often unable to post bond because of lack of funds. His imprisonment, which may last for many months, can lead to loss of employment, family stability and community status — as well as creating a significant public cost. The tragic effects of inadequate bail bond procedures could be mitigated somewhat by reducing the time between arrest and trial. (See Public Safety Goal 5.)

The Pre-trial Release System as set out in the June 1967 report of the Dallas Bar Association has been initiated. The operation should continue for at least two to three years to demonstrate its value. The system should set up a mechanism to provide a judge with verified information about an accused's background and ties with the community. Such information has proven a more reliable criterion on which to release a defendant than his ability to purchase a bail bond. Congress in 1966 authorized this type of bail procedures for federal courts.

**Progress Already Made Toward Achieving the Goal:** Governmental administration of the bail bond system in Dallas County is accomplished in a relatively superior manner. Bond forfeitures are processed promptly and a large percentage of forfeitures is collected.

Recent changes provided that an individual may personally post cash bond and need not employ a bondsman, as was formerly required.

The City of Dallas in connection with preparing cases has initiated a system of investigation and recommendation for the judge's approval for release upon personal recognizance.

The Dallas Bar Association has a committee actively working with the responsible government officials to implement pre-trial release procedures and to involve various other lay groups in support of this system. A director has been employed and has office space with both the city and county governments.



Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Continue to obtain funds for the implementation of the Pre-trial Release System.	Dallas Bar Association	Continuing for two to three years
2. Prepare, for use by attorneys, a guide to professional ethics and responsibilities associated with posting bonds.	Dallas Bar Association; SMU School of Law.	January 1971
3. Secure enactment of a state law requiring licensing of bail bondsmen, including: (a) standards and qualifications for professional bondsmen, (b) a requirement that professional bondsmen supply personal indemnity bonds, and (c) a requirement that liens be placed on property used to secure a bail bond at the time the bond is set. This may be accomplished by an open-end mortgage kept on file at the office of the Sheriff.	District and City Attorneys; Dallas Bar Association; Dallas legislators.	July 1971
4. Secure enactment of a state law increasing the severity of penalties for crimes committed while the defendant is out on bail.	District and City Attorneys; Dallas Bar Association; Dallas legislators.	July 1971
5. If proved effective, continue operation of the Pre-trial Release System with county funds.	County Commissioners	July 1972 or 1973
6. Continue to evaluate and consider the implementation of pre-trial release systems.	Law enforcement agencies and courts.	Continuing

Estimated Costs

Time period	Cost	Items the cost covers	Probable source of funds
2-3 years	\$30,000 per year	Step 1 — Initial operation of Pre-trial Release System. Salary of director, secretary, and part-time assistants; office supplies. (Estimate assumes provision of free office space by the county or city.)	Private funds or federal grant

The Pre-trial Release System should produce savings greater than its cost; hence no cost is shown for subsequent operation of this program. Other steps listed for this Goal require no significant expenditures.

Public Safety — Goal 7

Seek wider civic awareness of probation and parole problems. Dallas County should exert effective supervision over probationers and parolees within its jurisdiction.

**Interpretation:** More effective probation and parole procedures would serve to rehabilitate many criminals to useful lives as law-abiding citizens; to help diminish the crime rate; and lighten the economic load of the prison system.

Dallas County has jurisdiction only in the area of probation — that is, supervision of offenders whose sentences are suspended by the courts. Probated juvenile offenders are supervised by the Dallas County Juvenile Department and adult offenders by the Dallas County Adult Probation Department.

Parole — the release of prisoners from correctional institutions to serve the remainder of their sentences in custody of the state — is the responsibility of state and federal agencies and will be dealt with under Public Safety Goal 10.

**General Approach:** Civic awareness should encompass understanding of the purposes of probation and parole and of inadequacies in existing programs. The awareness should result in public support for more effective probation and parole supervision.

To help accomplish these purposes, advisory boards should be organized to help widen community knowledge and concern.

Probation services for both juveniles and adults should be strengthened by adding more personnel and adjusting salary levels. Juvenile operations should be conducted from community centers, such as the South Dallas Crossroads Center, when personnel and facilities will permit.

**Progress Already Made Toward Achieving the Goal:** During the past year several additional probation officers have been hired, reducing the average caseload from 350 to 250 per officer.

The City of Dallas has instituted a "first offender" program for juveniles, which utilizes educational courses for the juvenile and his parents.

The Youth Guidance Commission was organized recently through efforts of a Dallas church group to provide volunteer counseling of pre-delinquent youngsters referred by the Dallas County Juvenile Department. The Commission has grown into a non-denominational, interracial organization which trains volunteer counselors. Each counselor is expected to give at least two hours a week to the child assigned to him, see him in person at least every two weeks and make a written report to the Commission office once a month.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Establish advisory boards — one on adult probation and one to serve with the Dallas County Juvenile Department — to suggest improvements in operating procedures; widen community knowledge about problems involved; and increase community cooperation.	County Commissioners, with advice of the chief probation officers and judges of the juvenile and criminal district courts; representative civic clubs; Graduate School of Social Work, The University of Texas at Arlington.	January 1971
2. Considering recommendations of the advisory boards, provide salary schedules for probation officers sufficient to attract and retain qualified personnel.	County Commissioners; County Juvenile Department; Adult Probation Department.	June 1971
3. Continue to reduce case loads and provide closer supervision. Increase the number of probation officers supervising adults and juveniles, with an ultimate goal of reducing case loads for supervision of adults from 350 to 75 per officer, as required by state law. Employ qualified probation officers from minority ethnic groups. In the adult program, initiate in-service training in correction techniques.	County Commissioners; County Juvenile Department; Adult Probation Department.	Annually
4. Use qualified volunteers in the adult probation program to advise with probationers and help solve their readjustment problems.	Adult Probation Department and advisory board.	June 1971
5. Provide additional residential facilities for teenage girls (including those on probation) who must be removed from their home environment.	Agency to be determined by the Community Council of Greater Dallas.	December 1970
6. To facilitate contact with probationers, provide juvenile probation supervision through community centers like the South Dallas Crossroads Center.	County Commissioners; County Juvenile Department; Adult Probation Department.	January 1971 and continuing
7. Provide a staff to conduct pre-sentence investigations to assist the courts in determining the suitability of probated sentences. Maintain continuing records on all offenders.	Adult Probation Department	January 1971 and continuing
8. Expand volunteer work with juvenile first and second offenders, continuing to use carefully screened and trained volunteers supervised by a professional coordinator. (See Progress section above.)	Youth Guidance Commission; Local colleges and universities.	Continuing
9. Establish a specialized treatment program, possibly in the nature of a day care center, to provide training and rehabilitation for children and youth who for various reasons cannot function appropriately in a normal school setting and, at the same time, cannot profit from placement in an intensive correctional care unit.	Interested Dallas County agencies.	January 1971

**Estimated Costs:** Costs will be developed as specific programs are formulated.

Public Safety — Goal 8

Establish in Dallas-area schools, and seek statewide adoption of, a mandatory and effective driver education program at no cost to the students. The program should include behind-the-wheel instruction and should be provided in both public and private schools.



**Interpretation:** The aim of this Goal is to promote traffic safety throughout Dallas County. Therefore the term, "Dallas-area schools," is considered to include all school systems operating within the county. "Mandatory" is assumed to mean that driver education should be a required course for high school students, with exemption only for good cause.

**General Approach:** The 1967 state driver licensing law allows a qualified person 18 years old to obtain a driver's license; however, those who complete an approved behind-the-wheel driver education program may be issued a license at age 16. This legislation substantially increases the demand for driver education programs and will to some extent accomplish the intent of this Goal. Public recognition of the value of driver education will be required to effect the additional necessary support.

Because of the expense involved in purchasing equipment and in staffing, the larger school districts in Dallas County — those with 5,000 or more students — should make their behind-the-wheel training courses available to smaller districts and to private and parochial schools that need them. This could be by means of negotiated contracts between the schools, providing fees for use of the facilities.

Total cost of the public school driver training program is about \$60 per pupil, of which state and federal funds provide one-third. This amount should be increased to one-half of the cost per pupil with local schools providing the remainder.

**Progress Already Made Toward Achieving the Goal:** The 1967 legislation requiring behind-the-wheel driver education for issuance of a license prior to the age of 18 has been mentioned above.

The 1967 Texas Traffic Safety Act resulted in development by the Texas Education Agency (TEA) of several alternate driver education programs which may be adopted by local school districts in order to qualify for state and federal funds.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Study the possibility of all schools using the KERA educational television driver education program for classroom instruction.	School administrators and boards; KERA.	February 1971
2. Determine the advisability of requiring driver education for all Texas public high school graduates.	TEA	September 1970
3. Offer driver education, including behind-the-wheel training, at no cost to students. Expand the program sufficiently to meet student demand, with a view to making it a required course for 1973 or 1974 graduates.	Larger public school districts in Dallas County (5,000 or more students).	September 1970
4. Seek annual state-federal appropriations to provide one-half the per pupil cost of driver education.	Dallas legislators; TEA; school administrators.	July 1971
5. Seek state legislation to allow smaller schools to contract with larger districts to provide behind-the-wheel driver training.	Dallas legislators	July 1971
6. Negotiate contracts with larger school districts to provide behind-the-wheel driver training.	Smaller public, private and parochial schools.	Continuing

Estimated Costs

Time period	Cost	Item the cost covers	Probable source of funds
Annually	\$1,427,000	Mandatory driver education program for all Dallas County students entering high school in September 1970.	Local schools; state and federal governments.

Public Safety — Goal 9

*Work for stricter state laws relating to driver qualifications, licensing and relicensing, with periodic reexamination as a prerequisite for license renewal. Severe penalties should be imposed against those who drive without a license, those who drive after licenses have been revoked and those who are repeatedly at fault in traffic accidents.*

**Interpretation:** Stricter driver licensing laws, like other laws bearing on the conduct of individual drivers, are vital to safety of life and property and can succeed only with wholehearted support of the general public.

**General Approach:** The approach toward accomplishment of this Goal is to identify deficiencies in existing laws; determine changes that will best correct the deficiencies; present to public officials concrete proposals for achieving these changes; and utilize every available avenue to acquaint civic organizations and the public with the identified problems, the need for new laws and the wisdom of enacting and enforcing them.

**Progress Already Made Toward Achieving the Goal:** The 1967 state legislature passed new driver licensing and training laws to include start of a statewide program of driver education in public schools; state licensing of commercial driving schools; revision of driver licensing laws; stricter inspection of motor vehicles; and a general tightening of standards on the mental and physical condition of drivers. Laws pertaining to juvenile drivers were made more strict.

The Texas Department of Public Safety is making progress in achieving this Goal. It is engaged in an emphasis program aimed at the unlicensed driver, has intensified enforcement and is conducting training schools for unlicensed drivers. The Department is more than 40 percent complete in converting records to a computer process and is now in compliance with approximately 90 percent of federal standards for driver licensing, including research in the best way of conducting written tests; instituting a check on applicant's field of vision along with the regular visual acuity check; and the establishment of a medical advisory board. The Department is also developing plans to expand its program requiring certain suspended drivers to attend driver education school. It is well on the way to completion of a total breath-testing program which will allow this test for evidence of intoxication to be conducted in every county except the most sparsely populated.

The Texas Law Enforcement Legislative Council is preparing a draft bill for consideration by the next legislature which would assist in implementing Step 2 below.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Foster public support for present driver licensing regulations and concern for needed improvements.	Citizens' Traffic Safety Commission	Continuing
2. Seek enabling legislation and devise better means of apprehending persons who are driving without a valid license, including:  An intensified program of roadblock license checks.  Completing the computerized driver license records which will enable police officers to check instantly the status of a driver's license. (See also Public Safety Goals 2 and 3.)	Dallas legislators; Dallas Police Department; Texas Department of Public Safety.	April 1971 and continuing
3. Seek to bring Texas requirements for driver licensing to full compliance with federal highway safety standards, including written tests for license renewal, creation of a medical advisory board on medical and visual criteria, and a post-licensing control program which will comply with federal standards and which parallels the Uniform Vehicle Code.	Dallas legislators	July 1971
4. Devise a system for periodic reexamination of drivers which will insure the capability of the driver. (This requirement might be based on length of time since last examination, traffic record, age or other criteria.)	Dallas legislators; Texas Department of Public Safety; Dallas County Medical Society; Dallas Police Department.	July 1971
5. Secure legislation providing for more uniform statewide reporting of traffic convictions and stricter enforcement of penalties for traffic convictions.	City Attorney; Dallas legislators.	July 1971
6. Devise improved procedures relating to repeat offenders such as compulsory attendance at a driver education school, probationary suspension of license, or counseling with a trained social worker.	City Attorney; Dallas legislators; Texas Department of Public Safety; Municipal Court Judges; Justices of the Peace.	July 1971
7. Evaluate the adequacy and relative severity of present punishments for driving without obtaining a license and for driving while a license is suspended or revoked.	Department of Public Safety; Dallas legislators; Dallas Police Department; Criminal District Courts.	July 1971

**Estimated Costs:** Cost estimates for this Goal should be developed as proposals are implemented.



Public Safety — Goal 10

Continued emphasis should be placed on the effective rehabilitation of offenders, both adult and juvenile, through the appropriate public and voluntary agencies. Juvenile offenders returning from Texas Youth Council jurisdiction should be given special attention through appropriate agencies. Additional efforts should be made to identify and assist pre-delinquents to prevent their becoming criminals.

**Interpretation:** This Goal encompasses the rehabilitation of offenders and the prevention of delinquency and crime. The latter is a complex matter, closely related to numerous other Goals, and will be dealt with here in general terms.

**General Approach:** The approach to accomplishing this Goal is:

To initiate efforts toward rehabilitation of prisoners being held under city and county jurisdiction.

To increase the effectiveness of parole as a means of rehabilitation of offenders released from state schools and correctional institutions.

To strengthen community resources for the prevention of delinquency and crime. The achievement of this Goal should be assigned to a task force representing the Dallas Independent School District (DISD) Board, city and county governments and the Community Council. These groups should propose programs and budgets, dividing responsibilities between appropriate public and private agencies.

**Progress Already Made Toward Achieving the Goal:** The legislature has increased the number of parole officers serving the Texas Youth Council, which is now providing after-care counseling services on a limited basis to juveniles returning to Dallas from state training schools. (See also Public Safety Goal 7.)

The Dallas Police Department through the support of a private organization has hired a trained social worker to counsel with city jail inmates.

County Commissioners established a committee to study a "workfarm" which could provide rehabilitative work programs.

The Dallas Chamber of Commerce has coordinated the efforts of many groups, including the Dallas Urban League, City of Dallas, National Alliance of Businessmen and Texas Employment Commission (TEC), in providing job opportunities for youth through the Job Fair since its inception in 1968, and is continuing to do so. Through the Fair and continuing efforts of the sponsoring organizations, job opportunities are provided for disadvantaged youths. Some of these opportunities are for 16 and 17-year olds.

In addition to helping sponsor the Job Fair, the Dallas Urban League works closely with the TEC (Youth Opportunity Center) in securing job opportunities and in referring young people to the TEC for job placement.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Form a task force representing city and county governments, the Community Council and the DISD to propose programs and budgets for the prevention of delinquency and crime.	Dallas Criminal Justice Council	September 1970
2. Undertake rehabilitation programs for relatively long-term prisoners of the county and of cities within the county. (See Continuing Education Goal 7.) Facilities should be provided for work assignments for prisoners not requiring maximum security, rehabilitation programs for alcoholics and treatment for narcotics addicts. Counseling and literacy training should be provided where needed.	Dallas county and municipal officials, through the Dallas Criminal Justice Council.	August 1971

Major step	Organization to undertake the step	Date when step should be accomplished
3. Seek to strengthen, through the state legislature, parole services of the Texas Youth Council by providing more adequate salaries, additional parole officers and in-service training and neighborhood offices in community centers, such as the South Dallas Crossroads Center.	Dallas legislators	July 1971
4. Seek to establish "halfway houses" for juvenile parolees of the Texas Youth Council and for boys leaving the Dallas County Boys Home for whom no other satisfactory living quarters are available.	Dallas legislators; Dallas County Commissioners Court; Community Council.	July 1971
5. Encourage continuation of the Public Offender Program of the Vocational Rehabilitation Agency of the Texas Education Agency to provide employment training for persons with special problems who are released from correctional institutions.	Dallas legislators	July 1971
6. Seek to strengthen parole services of the State Division of Parole Supervision by providing more adequate salaries, in-service training in rehabilitation techniques and neighborhood offices in community centers. (See also Public Safety Goal 7.)	Dallas legislators	July 1971
7. Strengthen community resources that assist the quality and cohesiveness of family life. (Analyses show the most important factors in prevention of delinquency are parental affection, discipline and supervision. Only one-third of the juveniles committed to the Texas Youth Council live with both natural parents.) Encourage responsible family planning. (See also Health Goal 9.)	Community Council and other agencies; religious groups.	Continuing
8. Expand the counseling, visiting teacher and psychological testing programs of the schools, particularly in the early grades, to provide early detection of problems conducive to delinquency. Make referrals when appropriate to clinics and social services agencies. (See also Elementary and Secondary Education Goal 3.)	DISD officials	Continuing
9. Enlarge special education programs for emotionally disturbed and mentally retarded children, as recommended by the Community Council report of April 1968. The program should include the education of parents in the special needs of the children. (See also Elementary and Secondary Education Goal 9.)	DISD officials	Continuing
10. Establish additional Community Mental Health Centers as recommended by the Dallas County Mental Health and Mental Retardation Center Board (MHMRCB). (See also Health Goal 8.)	County Commissioners; Texas Department of Mental Health; MHMRCB.	According to schedules to be determined by the MHMRCB
11. Give special attention to needs of children from disadvantaged families, including pre-school programs, remedial programs, needed lunches, supplies and transportation. (See Elementary and Secondary Education Goals 4, 8 and 9.)	DISD officials; Community Council; Dallas Community Action Committee (DCAC).	Continuing
12. Provide suitable vocational training programs for youth beginning at the junior high school level. (See also Elementary and Secondary Education Goal 10.)	DISD officials; DCAC.	Continuing
13. Seek ways to provide more part-time, summer and full-time jobs for teenagers, particularly in the 15-to-17-year age group.	Chamber of Commerce; Dallas business firms.	Continuing

**Estimated Costs:** Cost estimates for this Goal will be developed as specific proposals are formulated.



Public Safety — Goal 11

Coordinate and direct all available community resources through educational and health institutions, charitable and religious organizations, and law enforcement and other governmental agencies to eliminate drug abuse as a significant social problem in the Dallas area. Emphasis should be placed on the utilization of an organized, systems approach and the mobilization of broad community support for these activities.

(The Committee revising the Public Safety Goals voted third priority for achievement of this Goal.)

**Interpretation:** The sources of the drug abuse problem are as complex as our modern society. This Goal deals directly with drug abuse, separate and apart from the magnitude of social problems which are necessarily interrelated. (See Elementary and Secondary Education Goal 12 and Health Goal 8.)

Because of the diverse nature of this problem and partially as a result of an inclination to treat it through existing institutions, there is a general lack of coordination in programs and efforts to prevent drug abuse. This schedule seeks to remedy this situation in Dallas by coordinating efforts in the broad areas of education, rehabilitation, law enforcement and research.

**General Approach:** A broadly based community drug abuse council should be established, composed of representatives of selected governmental, religious, educational, medical, social, psychological, legal, service and civic organizations. This council initially would serve to coordinate, through the exchange of information, the existing programs in the community which are directed at the drug abuse problem. The council also would assist by directing new programs and efforts into the areas of greatest need and by seeking to insure the compatibility and efficiency of all efforts. As the council develops and secures staffing it should seek, either directly or indirectly, to institute new programs to cope with the unique aspects of the drug abuse problem.

To acquire participation of the large number of organizations which should be involved, and yet insure efficient operation of the council, a two-level organization should be adopted. The council should be composed of a general body of approximately 50 representatives of appropriate organizations. A board or executive committee of perhaps nine members should be selected from the general body. Because of the special responsibilities which various governmental jurisdictions incur in relation to the consequences of drug abuse, representatives of the Dallas City Council, Dallas County Commissioners Court and Dallas School Board should occupy permanent positions on the board. A representative with outstanding qualifications in the area of drug abuse prevention could be selected from each of the fields of law enforcement, medicine and the behavioral sciences to fill three additional positions.

A core staff, consisting of a professionally trained director and a secretarial assistant, could be supplemented with qualified volunteers when appropriate. The staff should provide a clearing-house function on drug abuse activities and conduct studies, analyses and periodic program monitoring.

A central information center under the direction of the Dallas Drug Abuse Council should be established to collect and disseminate information on drugs and drug abuse. Bulk educational materials such as books, pamphlets and projected media could be made available through community library facilities. A continuous inventory of drug abuse agencies and programs would facilitate the referral of persons needing assistance with drug abuse problems. The operation of a speakers' bureau and material on the availability of drug abuse presentations should also be a function of the information center.

School districts in the Dallas metropolitan area should implement teacher training, curriculum modifications and special programs as described in the report dated April 1970 by the Dallas Independent School District (DISD) Ad Hoc Committee on Drug Abuse. (See Progress section below.) This report indicates the need for integration of relevant drug abuse prevention material into the conventional 12-year curriculum as well as the need for certain special emphasis programs; the provision of adequate professional counseling; inclusion of organized student participation; and active involvement and education of the parent.

A creative, continuing and broad-based public education program should be developed emphasizing the medical, psychological and legal hazards of drug abuse. Such a program should be concise and explicit regarding the medical facts in this area.

**Progress Already Made Toward Achieving the Goal:** The DISD appointed a citizen advisory group to study drug abuse and to recommend actions for the DISD to help alleviate the problem. The advisory group report was accepted by the DISD Board in April 1970 and an office of Administrator of Drug Abuse Education was created in May. Programs under way involve curriculum revisions, special training for teachers and administrators, workshops and programs for parents, and coordination and cooperation between the schools and governmental agencies.

On the law enforcement level, progress has been made in the efficient handling of investigations, arrests and prosecutions and a sensitive handling of parole for young, first-time offenders.

Major Steps to be Taken to Achieve the Goal

Major step	Organization to undertake the step	Date when step should be accomplished
1. Establish a broadly based drug abuse council.	Dallas Community Council	October 1970
2. Secure adequate initial funding for a professionally trained, full-time staff director and a secretarial assistant for the council.	Dallas Community Council; City and County of Dallas; DISD.	November 1970
3. Select and recruit a staff director and establish an office for the council.	Board of Dallas Drug Abuse Council	January 1971
4. Undertake an inventory of local programs directed against drug abuse with a corresponding study of efforts in other communities.	Dallas Drug Abuse Council	February 1971
5. Establish a central information center under direction of the council.	Dallas Drug Abuse Council; Dallas Public Library; libraries of suburban communities.	February 1971
6. Implement teacher training curriculum modifications and special programs described in the report of the DISD Ad Hoc Committee on Drug Abuse.	School districts in the Dallas metropolitan area	September 1970 and continuing
7. Study the possible need for and seek passage of legislation which may be required to insure that penalties prescribed for various drug-related crimes are commensurate with the nature of the specific offenses.	Dallas legislators; Dallas District Attorney.	April 1971
8. Expand both public and private rehabilitative services as one facet of complete health care services, encouraging each appropriate agency to inaugurate innovative programs with adequate evaluative measures.	Dallas Mental Health Association; Dallas Mental Health and Mental Retardation Center; Dallas County Hospital District; Dallas Drug Abuse Council; Dallas Health Council; Dallas Council on Alcoholism.	September 1970 and continuing
9. Continue to support the effective involvement of public safety agencies in enforcing drug abuse laws and expand their involvement in drug abuse prevention education, particularly efforts in the schools.	Dallas Police Department; police agencies of suburban communities; Dallas County Sheriff and District Attorney.	September 1970 and continuing
10. Develop a creative, continuing and broad-based public education program emphasizing the medical, psychological and legal hazards of drug abuse.	Dallas Drug Abuse Council; local press and electronic media.	September 1970 and continuing
11. Encourage and support the development of well-designed research projects to probe those areas of drug abuse in which factual knowledge is lacking.	Dallas Drug Abuse Council and local philanthropic foundations.	Continuing

**Estimated Costs (12 months):** The director's salary figures below anticipate the attraction of a fully qualified professional on a half-time basis. It is felt that a half-time staff director would be adequate for the initial period of operation and that half-time employment would be more appealing to a qualified professional.

Director's salary	\$15,000 to \$20,000
Secretary	6,000
Housing (including phone)	4,800
Supplies	1,600
Travel	2,000
Total	\$29,400 to \$34,400



1972 Progress Report
Public Safety¹

Goal 4:
Encourage community institutions, public and private, to present educational programs to increase respect and public support for law enforcement.

Major Steps to be Taken to Achieve the Goal

Table with 3 columns: Major Step, Organization from Which Report Is Requested, Date When Step Should Be Accomplished. Row 1: 1 Coordinate a total community effort between organizations representing all segments of community. Criminal Justice Council (E. H. Denton, 748-9711, Ext. 283) July 1970 and continuing

No information was sought on this step in 1970.

Progress Reported in 1971

The Dallas Area Criminal Justice Council was funded by the state in April, 1971, and staffing of the office is scheduled to be completed by July 1, 1971. The Criminal Justice Council has met informally since spring of 1970 and will intensify its activities during the summer and fall of 1971.

Progress Reported in 1971

The Dallas Area Criminal Justice Council has met formally on a regular basis since spring 1971. The council comprises representation from the Mayor's Office, City Manager, Police Chief, County Judge, County Auditor, District Attorney, Sheriff, Juvenile Office, County Probation Officer, Senior District Court Judge, Council of Governments Criminal Justice Association, and three suburban communities. Mayor Wes Wise is Chairman. Don Cleveland has been named Executive Director. The Council has been funded with a \$50,000 planning grant by the federal Law Enforcement Assistance Administration. The Executive Director has been forming a staff. On basis of organizational efforts, the Federal government has allocated 20 million dollars in a three year program to the City of Dallas (one of eight cities) to reduce person-to-person crimes. The coordinated effort hopes to reduce this type of crime by some 25 percent. The problem of coordination with all units still remains as the Council seeks to work out a unified program.

An auxiliary aid is the Dallas Alliance on Shaping Safer Cities. Timothy E. Kelley, an attorney, is chairman. Membership is drawn from interested civic, religious and minority groups. The group has been meeting on a regular basis.

Table with 3 columns: Major Step, Organization from Which Report Is Requested, Date When Step Should Be Accomplished. Row 1: 2 Develop effective public contact programs for the police and other city departments, employing consultants as necessary. Dallas Police Department (Troy Wither and Harold Warren, 748-9711) Continuing

Progress Reported in 1970

The City Manager's Office reported that the city has contracted with Market and Research Counselors, a public relations firm, in conducting a public and employee attitude survey on the Dallas Police Department. Also, this office has implemented Dallas Action Center to process citizens' requests for services provided by city departments.

The Dallas Police Department reported that it has established four neighborhood centers and a mobile unit manned by police officers to promote improved police-community relations and encourage citizen support for law enforcement activities. The goal of these Community Service Centers is to take the services of City government to those citizens who cannot or are unwilling to seek such services at City Hall. The officers receive citizen complaints and requests, not only for those services provided by City government, but also for the services of those agencies who deal with employment, welfare and recreation. In order to assist police personnel in dealing with these social agencies, a Social Work Consultant has been obtained for a two year pilot program. The officers function in a discovery and referral capacity as well as making proper follow-up to insure that appropriate action has been taken to resolve the request or complaint. The officers are also available for club and community improvement meetings. During 1970, they have attended 262 community meetings, assisted 263 persons in obtaining welfare services, obtained meaningful employment for 291 persons and processed 300 requests for City services. In addition to

1 Reproduced with permission from Annual Progress Report — Public Safety Goals 1972, Public Safety Goals Achievement Committee, Dallas, Texas, 1972.



these activities, programs designed to return the officer to the mainstream of community life have been established.

No information was sought on this step in 1971.

*Progress Reported in 1972*

In 1971 the number of Police Community Service Centers has increased to a total of five with one additional center to be operative in the near future. The centers are now utilizing Community Service Officer 6's in addition to sworn personnel.

During 1971, they attended 324 community meetings, made speeches at 244 other community meetings, assisted 341 persons in obtaining welfare services, referred 359 persons for employment and processed 143 requests for city services.

Additional social work consultants have not been employed, although the Social Services Section's case load has increased to the extent that one Community Service Officer 6 and two interns from Sam Houston State University are being utilized.

The Community Services division furnishes addresses of newcomers to the officer working the beat. He makes personal contact with the newcomer, welcomes them to the community, and explains police services.

Major Step	Organization from Which Report Is Requested	Date When Step Should Be Accomplished
3 Extend the number and scope of programs such as the 'Lock Your Car', 'On Guard', and 'Operation Crime Stop' campaigns	Dallas Police Department (Troy Wither and Harold Warren, 748-9711)	Continuing

*Progress Reported in 1970*

The Dallas Police Department reported that it has continued to develop such programs as those listed in this step. A city-wide program designed to involve all segments of the community has been particularly successful. Officers assigned to the program called 'Operation Get Involved' have conducted 535 community meetings involving 28,450 participants. During these meetings, neighborhood residents and police officers discuss current crime problems of their immediate community. Residents receive information on how best to avoid becoming victims of criminal activity and encouragement to assist in apprehension of offenders through vigilance and exchange of information with police. Thirty-four of the Department's 101 Patrol beats have been organized into effective crime prevention committees. The ultimate goal is complete organization on all Patrol beats.

No information was sought on this step in 1971.

*Progress Reported in 1972*

Citizen interest and participation in 'Operation: Get Involved' continues to increase. Through March, 1972, the officers assigned to the program have conducted 1,526 community meetings involving 77,591 participants.

Sixty-one of the Department's 101 patrol beats have been organized into effective crime prevention committees.

The Community Service division stages police 'ride alongs' for groups who study the operations of patrols.

In October, 1971, the Department initiated a new innovation in the area of crime deterrence, the 'Computer Identification System'. It is a program in which the citizens and business owners mark valuable property by placing their Texas driver's license number on it in a permanent manner with an electric engraving pencil. The number and pertinent information about the owner is then entered into one of the Department's computers. This will provide the Police Department with an instantaneous means of determining the rightful owner of lost or stolen property. The electric engraving pencils are available on a loan basis from any Community Service Center, District Police Station, or 'Operation: Get Involved' Beat Committee.

Major Step	Organization from Which Report Is Requested	Date When Step Should Be Accomplished
4 Institute regular classroom visits to public and private schools by specially trained police officers to present the story of law enforcement — the responsibility of police agencies and how they help the individual. The programs should be in addition to the safety and special enforcement lectures now given. Financial support of business firms should be sought to provide literature.	Dallas Police Department (Troy Wither and Harold Warren, 748-9711)	October 1970

*Progress Reported in 1970*

The Dallas Police Department reported that personnel from the Community Services Division, Youth Division, and the Traffic Division's School Safety Section are continuing regular classroom visits to public and private schools. These officers discuss such topics as narcotics abuse, child molesting, and the police officer's responsibilities in the community.

In addition to these carefully structured visits, a less formal discussion program has been established in selected junior and senior high schools. The program called, 'Let Me Speak to the Officer', is designed to establish a greater understanding between students and police. Students are encouraged to ask questions and discuss all areas of law enforcement. Not only does this



discussion increase the students' knowledge, but informs the officer what the student expects of him.

A 'Student-Police Council' has been established in order to improve student-police relations and give each a greater understanding of problems faced by the other. Participants from each senior high school are given an opportunity to meet with police officers and observe their activities. During the initial orientation period, the student learns the history of police development in this country and receives an overview of the Dallas Police Department. He then receives assignments throughout the department where he not only observes the officer in his traditional role but also as he performs protective and therapeutic functions. This program is being expanded to include student activity in 'Operation Get Involved'.

Seven 'School-Community Guidance Centers' have been established in strategically located junior and senior high schools. The goal of these centers staffed by personnel of the Dallas Police Department, Dallas Independent School District and the Dallas County Juvenile Department, is to return the truant to school. Each truant brought to these centers is interviewed in order to determine and eliminate the problems contributing to his truancy. Personnel assigned to these centers have been successful in resolving a majority of these problems. They process approximately three hundred students per week and have reduced truancy in some schools as much as 70 percent. Also, during the daylight hours, when truancy is highest, the crime rate has reduced considerably.

The DISD reported that the schools have worked with the Police Department in the programs described above. They would like to see an increase in the School Community Guidance Centers.

No information was sought on this step in 1971.

*Progress Reported in 1972*

The eighth School-Community Guidance Center was opened January 22, 1971. During the 1970-71 school year, 14,293 youths were processed at the eight strategically located centers. Personal results of this action involved 267 children receiving free lunches, 555 acquiring free clothing, and 1,325 receiving necessary parent-child development counselling.

The following ramifications of the School-Community Guidance Center program were also noted: The truancy situation continued its downward trend; the student 'drop-out' rate declined 4.5 percent; and the city's school hours crime rate decreased 10 percent. Perhaps, the major accomplishment of the program was the 'communication bridge' that was built between the 'youth-authority relationship gap'.

In September of 1971, two additional centers were added to this program, bringing the total number of centers to ten. These ten centers have been a great help to school personnel and the police in maintaining order at the schools during the first phase of the school desegregation plan in Dallas.

At the beginning of the 1971-72 school year, the Youth Division created a Youth Action Center Unit, staffed by one Sergeant and ten Patrolmen. The schools are divided into ten zones to include private and parochial schools, within a given area. One officer is assigned to each zone, in a manner similar to assignment of the School Safety Officers.

Each Officer has a 'home base' office at one of the schools within his zone. The officers are assigned space at either a junior high or high school, preferably centrally located in his zone and not at a school where a School-Community Guidance Center is located.

The objectives of the Youth Action Centers are to create mutual understanding between police and youth, improve the police image and develop a healthy attitude toward law enforcement, by relating to the youth and parents on a personal, non-punitive basis. Another objective is to provide more decentralized centers where youths and parents may come for assistance regarding police-community problems, including narcotic-drug problems.

To accomplish the above mission, the officers place emphasis on prevention, education, investigation, counselling, and referrals.

There are no present plans for expanding either program to include all junior and senior high schools.

Major Step	Organization from Which Report Is Requested	Date When Step Should Be Accomplished
5 Arrange for a citizens committee to select a Police Officer of the Month with selections based on commendable actions either on or off duty. Appropriate news coverage should accompany announcements of the selections.	Dallas Police Department (Troy Wither and Harold Warren, 748-9711)	Continuing

*Progress Reported in 1970*

The Dallas Advertising League and the Dallas Police Department reported that the Dallas Advertising League, with the Dallas Insurance Underwriters Association, are continuing to select a police officer of the month in conjunction with the Police Department. The Veterans of Foreign Wars will present national citations to deserving police officers and citizens. The selection of a police officer is based on outstanding activities by the officer while either on or off duty. Citizens' citations will honor those citizens who make outstanding contributions to the 'Operation Get Involved' program. Appropriate news releases are made when selections are announced.

No information was sought on this step in 1971.



Progress Reported in 1972

Ten major local civic and professional organizations and the Dallas Police Department make up the membership of the Community Police Awards Committee. A Board of Directors, consisting of representatives from each of the citizen organizations, the Police Department Meritorious Conduct Board, and the Dallas Police Association, developed criteria for officer award selection and set the procedural guidelines for awards. Each of the involved citizen organizations are responsible for awarding an Officer of the Month award to a deserving officer at a regular business luncheon during the particular month assigned. Each officer of the Month is selected by a sub-committee consisting of representatives of the responsible organization, the Police Department Meritorious Conduct Board, and by the Dallas Police Association.

Nominations are forwarded to the Meritorious Conduct Board from any source, with the final selection being made by the particular sub-committee involved. The monthly awards should be uniform for all recipients and decided upon by the Board of Directors of the Committee.

Ten monthly awards are presented each year, February through November.

Current membership of the Community Police Awards Committee is as follows:

Mr. Bill Martin Dallas Advertising League 1407 Main Street Dallas, Texas 75202 748-4081	Mr. Dick Ingels Dallas Association of Life Underwriters Room 116, Preston Forest Tower 5925 Forest Lane Dallas, Texas 75230 239-5233
Mr. Joel Siegler Dallas Junior Chamber of Commerce 1116 Exchange Bank Building Dallas, Texas 75235 357-9389	Mr. Paul L. Robinson Dallas Negro Chamber of Commerce 2828 North Haskell Avenue Dallas, Texas 75221 824-8121
Mr. Roddy Keitz Rotary Club of Dallas 3601 Oak Grove Dallas, Texas 75204 526-5628	Mr. Edward Saemann, Jr. Kiwanis Club of Dallas 2805 Gaston Avenue Dallas, Texas 75226 821-2358
Mr. Ross Ramsey Salesmanship Club of Dallas 3400 Republic Bank Tower Dallas, Texas 75201 748-8451	Mr. Ray Vielma Mexican-American Chamber of Commerce 6123 Belmont Dallas, Texas 75222 836-3010
Mr. Eddie E. Boone Lions International 831 West Jefferson Boulevard Dallas, Texas 75208 942-9688	Lieutenant Don R. Archer Meritorious Conduct Board Dallas Police Department 2018 Main Street Dallas, Texas 75201 748-9711, Ext. 1375
Sergeant Preston Parks Dallas Police Association 106 South Harwood Dallas, Texas 75201 748-9711, Ext. 625	

The one open membership position has been extended to the Citizens Traffic Commission for their acceptance. This agency has it under consideration at the present time.

Major Step	Organization from Which Report Is Requested	Date When Step Should Be Accomplished
6 Encourage off-duty police officers to serve as coaches and instructors to expand the youth athletic program in areas where organized athletics are otherwise unavailable or where strengthened citizen-police relations are particularly needed.	Dallas Police Department (Troy Wither, 748-9711)	Continuing

Progress Reported in 1970

The Dallas Police Department reported that off-duty police officers are continuing to serve as coaches and instructors in order to expand organized athletic programs in minority and underprivileged communities. Police officers have sponsored and coached football, baseball, and basketball teams. The Police Athletic League has volunteered to support this program and provide equipment for over twenty teams. A Federal grant has been obtained to utilize Law Enforcement Assistance Act funding to furnish adequate coaching, counselling, and guidance.

The City of Dallas Youth Coordinator reported that he works with the Community Services Division on this program.

Progress Reported in 1971

The City of Dallas Youth Coordinator reported that he serves in the areas of recreation, education, employment and cultural enrichment.

The role is liaison between established youth serving agencies and the disadvantaged youth of Dallas County. Ideally, the Youth Coordinator prevents duplication of services by youth agencies, and brings as many programs as possible to the disadvantaged youth. He participates in the planning processes of summer youth employment 'Summer '71 Youth Opportunity Program.' The promotion and coordination of recreation activities consume a large portion of his time.

Progress Reported in 1972

Two Dallas City Police Officers have been assigned full time duty to organize and coordinate youth athletic programs. One is an officer stationed in a South Dallas elementary school. He has recruited 6 volunteer high school coaches to give adult supervision plus knowledge in coordinating programs for youngsters. In 1971 seasonal projects were undertaken in football, basketball, and baseball. The other officer is located in a West Dallas community center where he coordinates and operates a youth boxing program. The Police Department is looking toward expansion of these worthwhile youth programs utilizing police officers.



Major Step	Organization from Which Report Is Requested	Date When Step Should Be Accomplished
7 Commence an active program in the elementary schools which would bring about an understanding of law enforcement officials' concern for the welfare of youth.	DISD (George Reid, 824-1620, Ext. 485)	September 1970

Progress Reported in 1970

The Dallas Police Department and the DISD reported that a departmental planning committee has met with officials of the Dallas Independent School District. Several alternative proposals have been formulated in an attempt to establish a curriculum and obtain Federal funding for a pilot project. This program will insert into the elementary school curriculum a course designed to promote a better understanding of law enforcement. A major purpose of this curriculum is to encourage family involvement. Expected implementation date is September 1971.

Progress Reported in 1971

The DISD reported that the curriculum was completed and distributed to the 7000 teachers of the Dallas Independent School District prior to the 1970-71 school year. The program was implemented in all elementary schools in September, 1970. There will be some minor changes in the curriculum but the program will continue in the 1971-72 school year.

Progress Reported in 1972

In a report by B. R. Sullivan, Director, Law in a Changing Society, Dallas Independent School District, November 1971 it was stated: 'The study of legal processes should convince students that the law is not an oppressor but rather a resolver of conflicts and a guide for human behavior which is essential to the well-being of our society. A student who understands his rights under the law can resist injustices as well as understand the rights of his fellow citizens and of society. Knowledge of the law builds confidence in an individual that he has a chance to control his own destiny. It also helps overcome the feeling of futility which so often breeds lawlessness among the youth of today. The approach used calls for rational inquiry rather than dogmatic pronouncements by instructor or students in the direction of current problems and issues. Thus, with properly prepared teachers and worthwhile materials, the students become active participants in the dreams of American history.'

With this guideline, the Dallas Independent School District began an elementary pilot program. One instructor was sent to a National seminar. The instructor in turn prepared Dallas instructional material for use in the 5th

and 7th grades. The pilot program began in fall 1971 with each of the six chosen elementary schools using the text *Law in a New Land*. The program was deemed a partial success because federal required transfer of trained teachers during 1971 left few qualified instructors in this special material in the assigned grades. Encouragement has been enough to go ahead with curriculum planning in 7th grade with major emphasis on the history of juvenile law showing how society protects young people and in the fifth grade using story telling problems of how even young people must have law and order to survive in society. In preparation of this material resources of the Dallas Police Department, legal officers and others numbering about 40 persons have been called on. A summer seminar has been set up giving 100 hours of instruction on law and teaching instruction. Plans for fall 1972 will find 36 elementary schools (25%) with fifth and seventh grade programs.

CONCLUSION: A strong instructional program is shaping up in a planned and orderly manner using regular school teacher personnel. Involvement of Dallas Police Department in more advisory capacity as the overall respect for laws protecting youth is basis for program.

Related Information Included in Liaison Reports, 1970

In order to accomplish this Goal, the Dallas Police Department reported that it has continued to present educational programs designed to increase respect and public support for law enforcement. Departmental personnel regularly appear before business, civic, and religious organizations to explain programs and solicit support. The Department's Speakers Bureau is being expanded, and visual aids acquired.

Summary Description of Progress on Public Safety Goal 4, 1972

There appears to be great and worthwhile efforts made by public officials to make a success of educational programs to increase respect and public support for law enforcement. Special commendations should go to the Dallas Police Department and the Dallas Independent School District. However, in my reports only a few private organizations, service clubs, and other community institutions have been contacted to coordinate their full support. It would be suggested that greater efforts be made to enlist fuller community wide aid rather than simply explaining to these many volunteer organizations what an official department of government is attempting to accomplish.

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## Appendix VI

### Summary of Progress Towards Public Safety Goals 1972

#### PUBLIC SAFETY<sup>1</sup>

Public Safety Goals call for improved personnel and equipment as well as for widespread support and respect necessary to maintain public safety agencies of the highest quality. The Dallas Police Department has forged far ahead in all these endeavours, particularly in the area of employment standards, reflecting greater abilities to cope with crime in an ever increasing population.

Four new Police Community Service Centres have been established, fostering through their being a greater awareness of police as protectors of people. Contrary to experience in other major cities, Dallas' major crime rate dropped 7.9 per cent in 1972. Increased use of technology and professional skills, improved recruiting and training of personnel and several innovative programs aimed at increasing respect for law enforcement are believed to have contributed to this reduction. The Department's capabilities were a major factor in the 1971 award of a \$20 million federal grant to support further work toward reducing major crimes.

The Dallas Fire Department is likewise expanding its professional know-how and skills. Better alarm and communications systems and better ways of fighting and preventing fires are being developed, together with first aid and rescue techniques not necessarily related to normal fire-fighting activities.

One Goal calls for revision of the bail bond system. Good work toward its achievement has been made under the leadership of the Dallas Bar Association. A pre-trial release system has been instituted which enables first offenders to be released on their own recognizance rather than having to post bail.

Rehabilitation Goals are being aided by increased numbers of probation officers and consequent ability to supervise closely persons on probation. With a private gift, the city was enabled to hire a social worker. He has greatly helped innocent families of persons arrested, worked with the victims of crimes and assisted in the training of police officers. The Police Department has improved its jail management, while working with others to develop plans for a regional jail.

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<sup>1</sup> Reproduced with permission from *Goals for Dallas + 7*, Goals for Dallas, Dallas, Texas, 1972, p. 18.



The Local Government Management Project is described in a 11 page document entitled Project Overview Statement. This appendix contains three sections taken from the Statement. These sections are: Project Highlights, Project Publications, and Publication Order Form. Copies of the Project Overview Statement can be ordered by using the order form found on the last page of this publication.

#### Project Highlights

##### Project Goal

The goal of the Project is to assist those involved with the delivery of local government services to improve the operation of local government through the use of a broadly conceived system of goals and objectives.

##### Project Objectives

The main objectives are to develop, document, and evaluate by March 1978, in co-operation with the Ministry and the four project municipalities, a broadly conceived system of goals and objectives which will provide suggested guidelines for the development of similar systems in local government organizations in Ontario and elsewhere.

##### Project Description

The Local Government Management Project is a four year project designed to implement a broadly conceived goal and objective setting system in four Ontario municipalities, and to document and study the implementation experiences.

##### Goal and Objective Setting — A Definition

A system of goals and objectives is a system of planning and review wherein overall goals and objectives are specified for the municipality for an agreed upon period of time. In turn, these are translated into specific objectives for the various departments and other agencies, as well as individual managers within the municipality. At various times during the period the attained objectives are compared to the original or revised objectives for purposes of determining progress toward expected results.

#### Participating Municipalities

Four municipalities are participating in the Project. They are:

- ☐ The City of London. A City with a population of 240,000 which uses a Council-Board of Control-Chief Administrative Officer structure.
- ☐ The City of St. Catharines. A City with a population of 120,000 using a Council-City Administrator structure.
- ☐ The City of Ottawa. A City of 300,000 using a Council-Board of Control-Commissioner structure.
- ☐ The Regional Municipality of Niagara. A regional government, incorporated in 1970, encompassing 12 area municipalities with a total population of 350,000, using a Regional Council-Committee structure.

#### Initiating Agency

The Project was initiated and is being co-ordinated by the Advisory Services Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, Province of Ontario. The Ministry is primarily concerned with seeing that the experiences of the four project municipalities are documented and made available to other municipalities. In addition, the Ministry has appointed liaison personnel for each of the project municipalities.

#### Project Team

The implementation and evaluation of the goal and objective setting system is being carried out by a team from the School of Business, Queen's University. The Project Principals, V.N. MacDonald and J.R. Nininger, have studied the use of goal and objective setting systems in municipalities in North America, England and Europe for the past three years. The Project Team consists of a staff of four full-time and three part-time individuals in addition to the Project Principals.

#### Project Leader and Task Force

Each of the four municipalities has appointed a Project Leader to oversee the implementation of the goal and objective setting process. As well, each municipality has a Project Task Force to assist the Project Leader. The size, operating methods and membership of the Task Force, and the Project Leaders' responsibilities differ in each municipality.

## Project Timetable

The approximate timetable for the Project is as follows:

### March 1975

Completion of study of information systems, initial workshops in goal and objective setting at department level, and initial documentation.

### March 1976

Completion of workshops at council (given council agreement) and sub-department level. Refinement of department level goals and objectives. Completion of second stage of documentation.

### March 1977

Completion of objective setting at individual manager level. Refinement of goals and objectives at council, department and sub-department level. Completion of third stage of documentation.

### March 1978

Refinement of objectives at all levels. Completion of documentation.

## Documentation and Evaluation

One of the primary aims of the Project is to fully document the experiences of the four municipalities as they develop their own systems of goal and objective setting. Periodic reports will be issued reviewing the experiences and indicating lessons which have been learned.

Another primary aim of the Project is to evaluate the effectiveness of the Project in meeting its goal and objectives.

## Publications

A number of documents relating to various aspects of goal and objective setting have been written by the Project Team. These publications, which include technical papers, case studies, and the experiences of the project municipalities to date, are available through the Ontario Government Publications Centre.

## Project Funding

The Project is being funded by the Ministry of Treasury, Economics and Intergovernmental Affairs and the four participating municipalities.

## Project Publications

The investigations required for the design of this Project have led to a number of publications. As the Project proceeds and develops over the next four years, additional publications will be forthcoming — originating from the Project Team at the School of Business, Queen's University at Kingston. These publications will be available for purchase on the publication date indicated on the attached order form. Orders should be sent to the Ontario Government Publication Centre, Ministry of Government Services, 3B-7 MacDonald Block, Queen's Park, Toronto, Ontario, M7A 1N8.

Apart from the Project Overview Statement, the various publications have been grouped into four series.

### Project Overview Statement

This paper describes the Project in overview fashion. It contains a statement of the goal and objectives of the Project, a description of the goal and objective setting process, and the documentation and evaluation processes to be used in the study. Price \$1.00.

### Series A Publications: Project Documentation and Evaluation

The purpose of this series of papers is to describe the experiences of the four project municipalities in the implementation of the system of goals and objectives. This series will also include papers outlining the design of the evaluation process, as well as periodic reports on the evaluation of the Project.

- 1 *The Initial Stages of the Project, 1972-1974.* This paper traces the Project from its inception in 1972 through various approval stages ending with the approval of the Project by each of the four participating municipalities. Price \$2.00.
- 2 The Project Team has written a number of working papers on the design of the evaluation process being used to determine the effectiveness of the Project in achieving its stated objectives. These working papers can be obtained directly from the Project Principals at Queen's University.



### Series B Publications: Technical Papers

The purpose of this series of papers is to present reasonably concise descriptions of broad areas of municipal management and administration as they relate to various aspects of the Project. These papers, which describe the state of practice and experimentation of the various areas, have been written for elected and appointed local government officials.

- 1 *Broad Goal Setting*. A review of the area of broad community goal setting including examples. Annotated bibliography. Price \$2.00.
- 2 *Performance Measurement*. An examination of the topic of performance measurement including examples of indicators in use in a number of municipalities. Annotated bibliography. Price \$2.00.
3. *Organizational Development*. This paper describes the general field of organizational development in municipalities and summarizes the experiences of one particular municipality with a behaviourally oriented change program. Annotated bibliography. Price \$2.00.
- 4 *Goal and Objective Setting in Municipalities*. A description of the topic of goal and objective setting in municipalities, including examples. Annotated bibliography. Price \$2.00.

### Series C Publications: Case Studies

The purpose of this series is to describe various municipal experiences with programs related to the goal and objective setting process. The case studies are suitable for instructional purposes to focus discussion on the broad areas which the cases represent.

- 1 *Goals For Dallas 'A'*. The Dallas, Texas experience with broad goal setting involving extensive public participation. The 'A' case reviews the program from its inception in 1965 to 1972. Price \$2.00.
- 2 *Goals For Dallas 'B'*. The Dallas, Texas experience with broad goal setting involving extensive public participation. The 'B' case examines the program from 1972 to 1974. Price \$2.00.
- 3 *Thunder Bay 'A'*. This case traces the introduction of an organizational development program in an Ontario municipality. The 'A' case describes the program from its inception in 1972 through 1973. Price \$2.00.
- 4 *Thunder Bay 'B'*. This case describes the organizational development program from 1973 to 1974. The case reviews an evaluation session conducted two years into the training to assess the work of the program. Price \$2.00.

### Series D Publications: Periodic Papers

The purpose of these papers is to describe various aspects of the Project which are felt to be of interest to municipalities contemplating the introduction of a system of goals and objectives.

- 1 *A Guided Reading Program for Project Leaders and Others*. This paper was prepared for the Project Leaders, and other interested individuals, to aid them in becoming familiar with the complex area of municipal goal and objective setting. This paper contains annotated bibliographies of relevant books, reports, and articles, and indicates suggested reading priorities. Price \$2.00.





Local Government  
Management Project

Publication  
Order  
Form

This order form can be used to order publications of the Local Government Management Project. Orders can be made as the publications become available as indicated by the date of publication. Enclose payment with this order form. Make cheques payable to Treasurer of Ontario.

Orders should be forwarded to:

Ontario Government Publications Centre  
Ministry of Government Services  
3B-7 MacDonald Block  
Queen's Park  
Toronto, Ontario  
M7A 1N8

<i>Publication Title</i>	<i>Publication Month 1975</i>	<i>Price</i>	<i>No. Copies</i>	<i>Total Price</i>
Project Overview Statement	December (1974)	\$1.00	_____	_____
Series A Publications: Documentation and Evaluation				
<i>The Initial Stages of the Project</i>	July	\$2.00	_____	_____
Series B Publications: Technical Papers				
<i>Broad Goal Setting</i>	July	\$2.00	_____	_____
<i>Performance Measurement</i>	September	\$2.00	_____	_____
<i>Organizational Development</i>	September	\$2.00	_____	_____
<i>Goal and Objective Setting</i>	October	\$2.00	_____	_____
Series C Publications: Case Studies				
<i>Goals For Dallas 'A'</i>	May	\$2.00	_____	_____
<i>Goals For Dallas 'B'</i>	May	\$2.00	_____	_____
<i>Thunder Bay 'A'</i>	November	\$2.00	_____	_____
<i>Thunder Bay 'B'</i>	November	\$2.00	_____	_____
Series D Publications: Periodic Papers				
<i>Guided Reading Program</i>	August	\$2.00	_____	_____
	TOTAL ORDER		_____	_____

Publications should be sent to:

JS  
1721  
.05  
.L65  
no.1

Nininger, J. R.

Goals for Dallas 'A'.







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